DOCUMENT RESUME

ED 082 799 LI 004 521

TITLE	Action Plan for Florida's Public Libraries.
INSTITUTION	Florida Library Study Commission, Tallahassee.; Spindletop Research Center, Lexington, Ky.
REPORT NO	R-240
PUB DATE	1 Mar 72
NOTE	105p.; (0 references); The preparation of this report was financed by a grant provided under provisions of the Library Services and Construction Act, Title I
EDRS PRICE	MF-$0.65 HC-$6.58
DESCRIPTORS	Librarians; Library Collections; Library Planning; *Library Services; Library Surveys; *Public Libraries; *State Libraries
IDENTIFIERS	*Florida

ABSTRACT

In response to the objective of providing quality library services to Florida's citizens and to supplement efforts of the Florida Library Association and local leaders, a library study commission was formed to produce an action plan for Florida's public libraries. The plan concentrates upon three principal needs of the library system: organizational redirection; financial soundness; and quality services on a comprehensive scale. In order to provide a sound basis for analyses and recommendations, these steps were followed in the preparation of the plan: Inventory existing status and performance of all public libraries in the state; Adopt standards of library services desired for all public libraries; Analyze library legislation of all states, but specifically with respect to Florida; Determine; through survey techniques, what Florida library users want in the way of future library services; Determine the reasons for non-use of the libraries by many residents of the state; Assess the role, relationship, and future needs of the State Library; and, Assess the impact of new technology upon the delivery of library services. The results of the above work provided the Commission with ample information to determine the needs and direction of the Florida public library system. This document has been prepared to convey the results of the Commission's planning activities and to document the findings of the research work leading to the plan. (An addendum to this report is LI 004 522.) (Author/SJ)

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Report 240

ACTION PLAN FOR FLORIDA'S PUBLIC LIBRARIES

Prepared for

THE FLORIDA LIBRARY STUDY COMMISSION

March 1, 1972

The preparation of this report was financed by a grant provided under provisions of the Library Services and Construction Act, Title I.

LI 004 521

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I. INTRODUCTION

Public library services in the State of Florida have been characterized by a relatively slow but steady rate of development. While library services have progressed more rapidly in other states in the Southeast, Florida has been forced, by rapid population growth and redistribution, to focus attention on other urgently needed services; consequently, library development has lagged. In 1953 for example, Florida ranked 39th among the states in the proportion of her population served by public libraries, and distantly trailed such states as Georgia, North Carolina, and Tennessee. Among the Southeastern states, only Mississippi ranked below Florida in this respect. At that time, the State was spending only $0.56 per capita on public library services–less than one-third the level the American Library Association considered necessary for minimum service.

The Library Services Act of 1956, and its successor legislation, the Library Services and Construction Act of 1964, introduced federal funds as a catalyst for public library development. These new funds, plus the renewed interest and enthusiasm generated by the national program, have encouraged the formation of new libraries in many Florida counties. Also, these funds led to the establishment of Florida's first regional library systems, and produced improvements in rural library services in many parts of the State.

Unfortunately, this accelerated rate of library development has not been maintained. Advances in recent years have been uneven and have been impeded by inadequate funding (especially from the State), by inadequate facilities, and by other related deficiencies. The existence of these problems has not passed unnoticed. Strenuous efforts have been made by librarians and interested citizens to provide the best possible services within present constraints and to find solutions to existing and anticipated problems. Active members of the Florida Library Association and the Trustees and Friends of Libraries have maintained the interest in the quality of services throughout the State.

THE FLORIDA LIBRARY STUDY COMMISSION

In response to the objective of providing quality library services to Florida's citizens and to supplement efforts of the Florida Library Association and local leaders, the Secretary of State appointed 30 prominent citizens from throughout the State to the Florida Library Study Commission. The appointments were made in May, 1970. By December of 1970, the Commission had enlisted the support of Spindletop Research, Inc., to supplement the Commission's efforts. In January, 1971, Spindletop Research and a steering committee of the Florida Library Study Commission began a joint effort designed to produce an action plan for Florida's public libraries.

The plan concentrates upon three principal needs of the library system: 1) organizational redirection; 2) financial soundness; and 3) quality services on a comprehensive scale. In order to provide a sound basis for analyses and recommendations, these steps were followed in the preparation of the plan:

1. Inventory existing status and performance of all public libraries in the State.

2. Adopt standards of library services desired for all public libraries.

3. Analyze library legislation of all states, but specifically with respect to Florida.

4. Determine, through survey techniques, what Florida library users want in the way of future library services.

5. Determine the reasons for non-use of the libraries by many residents of the State.

6. Assess the role, relationship, and future needs of the State Library.

7. Assess the impact of new technology upon the delivery of library services.

The results of the above work provided the Commission with ample information to determine the needs and direction of the Florida public library system. This document has been prepared to convey the results of the Commission's planning activities and to document the findings of the research work leading to the plan.

The Public Library Service Plan has been designed so that it can be implemented in phases corresponding to the removal of financial limitations and other constraints. There are two basic phases. The first phase concentrates on organizational change, the preparation of library district service plans, and implementing with appropriate financial resources, a district system with full attention to filling service gaps. This should occur during the 1972-1976 time period. The second phase, 1976-1980, allows a four-year period in which the libraries are expected to complete filling service gaps and achieve minimum standards for other services.

ACKNOWLEDGEMENTS

The Florida Public Library Service Plan was prepared as the result of extensive analyses performed at the direction of the Florida Library Study Commission between February, 1971, and February, 1972. A steering committee of five members of the entire Commission directed the planning work. Members of the steering committee are Mr. Cecil Beach (Chairman), Mr. Leo Meirose, Miss Verna Nistendirk, Mrs. Eugenie Suter, and Mr. Lynn Walker.

Cooperation was extended to the steering committee and its consultant, Spindletop Research, Inc., by librarians from throughout the State. Also, significant assistance was provided by staffs of many state agencies and from members of various library boards from around the State. Without their complete cooperation, the production of this plan would have been extremely difficult–if not impossible. The steering committee extends its sincere appreciation to all those who assisted in this effort to provide more and better library services to all Floridians. Special appreciation is extended to Secretary of State Richard (Dick) Stone and members of his staff who assisted the Commission throughout the course of our work.

II. FLORIDA'S PUBLIC LIBRARIES

INTRODUCTION

Public libraries today are part of a rapidly changing society. Urbanization trends–long evident in our society–are accelerating and are accompanied by spiralling technology, increased social mobility, and expanded economic opportunity. Today's people view many institutions and services differently from their forebears and consequently make new and different demands of them. Contemporary society views public libraries not as mere repositories of books. Libraries are now considered as cultural and recreational centers, disseminating knowledge and information–in short, they serve functions which are broader in scope than ever before. As a result, the demands made of public libraries are increasingly diverse and complex.

One major element in the preparation of the statewide library plan is an assessment of the status of the entire public library system. By presenting the strengths and weaknesses of the system as it exists today, it is hoped that both short- and long-term plans for improvement can be made and implemented. Through such a planning and implementation process, it is hoped that libraries can be placed in a better position to cope with the increasing demand for service.

An important factor behind the capability of the public libraries is the state enabling legislation. A brief history of legislation relating to local libraries is presented below.

RECENT LEGISLATIVE HISTORY

State legislation concerning the establishment and maintenance of local public libraries provides separate statutes for municipalities and counties. Municipal library formation and administration are encompassed by Chapter 167 of the Florida Statutes. No major changes have been made in this chapter in the last decade. This legislation is permissive in nature in that the establishment and maintenance of municipal libraries is left to the discretion of the city or town council, subject to approval of the question by a majority of voters in an election. This legislation also sets forth provisions for establishing a library board and delineates its powers and responsibilities. The most significant provisions of Chapter 167 relate to library taxes. A tax levy for municipal libraries is permitted, but is limited to a maximum of two mills per dollar on the assessed value of property. The funds collected from this tax are maintained in a library fund separate from general revenue monies, with expenditures controlled by the library board.

State legislation governing the establishment and maintenance of county libraries recently has undergone revision. Prior to the 1971 legislative session, the controlling statute in this area was Chapter 150 of the Florida Statutes. This was repealed by House Bill 693. The new law is similar to Chapter 167 in its permissive nature and merely specifies that providing libraries is one of the powers which the legislative and governing body of a county shall have.

The repeal of Chapter 150 by House Bill 693 created questions concerning the effects of the new act. Though definitive interpretation has not been made by the Attorney General of the State of Florida, opinions have been offered by others. The repeal of Chapter 150 has been interpreted as

removing much unnecessary specification and detail. Specific limitations imposed by Chapter 150 have been removed. Some of these are:

- the requirement of public notice before establishment of a library,
- the option of the Governor to appoint members to the county library advisory board,
- organizational requirements relating to library boards,
- budget reports formerly required, and
- the one mill limitation imposed on taxation or appropriations for library purposes and the necessity of a separate tax levy or appropriations for library purposes.

The new law has also been construed as giving the county commissioners a more meaningful role with great flexibility in the operation of county library systems.

PRESENT STATUS

Public libraries in Florida have improved since passage of the Library Services Act in 1956. In 1953, library services in Florida left more than one-third of the State's population virtually untouched. Little attention had been given to serving rural areas and there were no regional library systems.

Today, public library services are available directly or under contract from neighboring counties or regions in all but six of Florida's 67 counties. Although major deficiencies will be illustrated later, these unserved counties include less than one percent of the State's total population. Rural service has been improved by the establishment of county libraries and the use of bookmobiles to reach rural areas. In addition, federal funds have stimulated the formation of regional systems which are an effective means of serving multicounty areas.

PUBLIC LIBRARY SURVEY METHODOLOGY

This chapter seeks to provide a composite view of existing conditions in Florida's public libraries and, using standards acceptable to professional librarians, to define existing problem areas. In many instances, this process is carried a step further and estimates of the cost of improvement are presented.

The data used in this analysis were gathered through a survey of public libraries throughout the State. With the cooperation of the State Library, a list of public libraries was compiled and questionnaires were mailed to each library. In the instance of centralized library systems, responses were received from the headquarters facility representing the entire system.

The responses received provided data for 168 of the 198 libraries included in the survey (84.3 percent). These data represent inputs from all large and intermediate libraries and most small libraries. The nonresponses were from small libraries and constitute an insignificant portion of the total holdings, expenditures, circulation, etc., for the whole State.

The data gathered in this survey were tabulated and analyzed. The analysis was based on minimum standards defined by the steering committee of the Florida Library Study Commission.* These standards are consistent with American Library Association (A.L.A.) and Florida Library Association (F.L.A.) standards to the extent that A.L.A. and F.L.A. standards exist. From these standards and the survey data, deficiencies in the total system were computed. Where per capita standards prevailed, 1970 census data were used. The costs of upgrading to current standards, where deficiencies were identified, were computed using unit costs provided by the steering committee.

The methodology provides the basis for an excellent definition of the current public library situation in Florida. Further, the strengths and weaknesses identified are essential to the formulation of an effective plan of action to ensure quality library services for all residents of the State.

SURVEY FINDINGS

Two major functions of public libraries today are the dissemination of information and the continuing education of the nonschool age population. The manner in which these responsibilities are met is a function of several variables. An attempt has been made in this survey to identify these variables, measure their present levels, and compute immediate needs. The results of these efforts are summarized below with data being grouped into several categories and subcategories.

Library Materials

The materials (e.g., books, periodicals, films, phonograph records, etc.) held by the public library are the basis for its existence. Without these materials library services cannot exist, and without adequate quantities and quality of materials, services will be inadequate. Information was gathered in this survey pertaining to a number of types of library materials. The results of these efforts are summarized below.

Volumes Held

A statewide standard of two volumes per capita was accepted by the steering committee. This is in keeping with A.L.A. standards for service areas in excess of 500,000 persons. Using this standard and the 1970 State population of 6,789,443, the survey indicates a deficiency in excess of five million volumes. Thus, present holdings are only slightly more than one volume per capita as compared to the needed two volumes per capita.

The kinds of volumes needed would, of course, vary. But using a conservative price of $7.00 per volume, immediate needs exist which will require approximately $38.69 million of additional funds to bring this component up to present standards.

Volumes Added

The acquisition of new books and the replacement of worn or outdated volumes is essential if a public library is to maintain a collection consistent with the needs of contemporary library patrons.

*The standards are shown in Appendix A.

These additions to collections also afford the opportunity to achieve selective upgradings and are important in adjusting to changing needs and preferences of patrons.

The standard adopted for volumes added was five percent per annum of the total collections. Again, an average price of $7.00 per volume was used in computing costs.

Using present collections as a base for calculations results in underestimation of the annual needs for additions to collections. Present holdings of books only slightly exceed one-half of the needed volumes as noted in the previous section, and last year's acquisitions did not equal five percent of this substandard statewide total. If the additions are based on the needed statewide collection of two volumes per capita, expenditures for additional books are presently $1.34 million deficient on an annual basis.

Additional data were sought as indicators of both quantitative and qualitative changes in collections. Specifically, information was sought concerning volumes discarded annually, titles held, and titles added annually. The responses received were not sufficient to justify application to statewide standards but may be reported in summary form for a sample of responding libraries.

Volumes discarded, for example, is an indicator that unused, outdated, and excessively worn materials are being removed, hopefully to make room for new volumes. Many responding libraries fell into two categories–those not keeping records concerning discards, and those which discarded no books. Few libraries reporting discards reported more than three percent annual deletions. This may be compared to a standard of five percent annual discards.

The data concerning titles held and titles added were simply not available from most libraries. This is unfortunate because of the loss of these qualitative indicators. But the lack of data does indicate deficiencies in library record keeping which are perhaps related to personnel and other problems discussed below.

Libraries were also asked to indicate the distribution of volumes currently held in terms of those intended for children's use and those for adults. The standard adopted for this study, which is also the A.L.A. standard, was 33 percent for children and 67 percent for adults. Survey responses indicate greater emphasis by Florida's public libraries on books for adults than is reflected in the standard. Of the libraries responding, 69.9 percent had more holdings for adults than suggested by the standard, 15.5 percent of the libraries complied with the standard, and 14.6 percent emphasized children's books more than the standard.

Periodicals and Newspapers

Periodicals Received

Periodicals constitute an increasingly important aspect of the services offered by public libraries. Magazines, journals, etc., are popular with borrowers and recreational readers and are a valuable source for information seekers.

A standard of one periodical received for every 500 persons served was adopted for use in this study. Costs were computed using $10.40 as the average cost of an annual subscription. On this basis public libraries in Florida should be spending an additional $117,000 annually for periodicals.

Some idea of the basis for selection of periodicals is given by the number of periodicals received which are listed in periodical indexes. A 10 percent sample of responses from libraries surveyed indicated that an average of 67.4 percent of the periodicals received were listed in periodical indexes.

Periodical Titles Received

Data concerning periodical titles received was not reliable because of the nonresponses. More than one-third of the libraries submitting questionnaires failed to answer this question.

Newspapers Received by Subscription

The 131 libraries responding to this question received an average of 7.5 newspapers by subscription. Of the respondents, 16.5 percent received no newspaper subscriptions, and 35.5 percent received two or fewer subscriptions.

Periodical Indexes

Periodical indexes are a useful research and reference tool and as such are a component of adequate library services. They might be considered as a qualitative indicator of the level of service available.

Of those libraries responding to this question, 25 percent indicated that they received no periodical indexes. The most frequently received index was *The Reader's Guide to Periodical Literature*, which was in many instances the only index received.

Bibliographic Volumes Held

Bibliographic volumes were analyzed from the standpoint of number held and form in which they are held. Survey responses indicate that 146,623 bound, unbound, and microform volumes are held. The vast bulk of these are held in bound and unbound form with microform being significant at only a limited number of large and intermediate libraries.

Audio-Visual Resources

Audio-visual materials are also an important form of library resource. With the advent of cassettes, tape cartridges, etc., an increasing importance can be assigned to them because of wide availability and variety. These materials, like those discussed above, were divided into broad categories which are summarized below.

Total Sound Recordings Held

Sound recordings were inventoried and compared with a statewide standard of one recording per 50 persons served. The per unit cost used for recordings was approximately $5.50. Using these computation factors an immediate deficiency was identified which will require approximately $287,000 to correct.

Films Held

The standard used for films held was one film per 100 persons served. The cost component employed was approximately $300.00 per 16 mm film. On this basis, Florida's public libraries are grossly deficient, requiring approximately $19.27 million to bring the present system up to the standards employed.

Libraries were also asked about membership in a film circuit. One hundred and fourteen responses were received and of these 87 percent indicated that they were not members of a circuit, while the remaining 13 percent were circuit members.

PERSONNEL

The effective delivery of any service, including library services, is determined to a great extent by the number of qualified persons engaged in providing the service. Inadequate staffing can impede all phases of an otherwise well-planned system. Further, lack of qualified personnel serves to intensify problems associated with facilities or other input factors. The personnel component is then an important element in analyzing the status and capabilities of the public libraries.

The most important single indicator of the personnel picture, fulltime employees (excluding custodial and maintenance workers), effectively shows the magnitude of the personnel problem with which Florida's public libraries must cope during each day of operations. Responses to questions concerning both fulltime and parttime personnel and their qualifications provide several important bits of information. For example, public libraries in Florida have immediate personnel needs of approximately $16.16 million annually. This figure is based on a standard of one fulltime employee for each 2,000 persons served, a total population of 6,789,443 (from 1970 census data), and an average annual salary of $7,500 for a fulltime employee. This information serves as an effective indication of the magnitude of the personnel problem in Florida's public libraries but fails to show other significant personnel deficiencies in the system.

Another aspect of the personnel picture which must be considered is the distribution of fulltime employees among the various libraries. Survey responses indicate that all of Florida's regional systems have fulltime employees. In some instances, individual members of the system have only parttime employees, but are able to benefit from system membership through sharing of personnel and services. The picture is not so bright for Florida's non-regional libraries. Responses from 95 libraries and systems indicate that only 65, or 68.4 percent, have fulltime employees. The remaining 30 respondents, consisting almost exclusively of small libraries, have only parttime or, in many instances, volunteer personnel. Further, it can be inferred that few of the non-respondent libraries, which also consisted primarily of small libraries, employ fulltime personnel. Thus it seems that the 31.6 percent of respondent libraries lacking fulltime personnel appears to be a conservative number.

Another aspect of the personnel problem is the academic background or training which fulltime employees have received. In the survey, public libraries throughout the State were asked to indicate the number of their staff members who had attained any of the following:

- a fifth-year degree from an ALA-accredited library school,

- a graduate degree in a field other than library science,
- an undergraduate degree in library science, or
- an undergraduate degree in a field other than library science.

Responses to this question produced the following information from the approximately 85 percent of public libraries responding to this questionnaire:

- Florida's public library system has 231 librarians who hold fifth year degrees from A.L.A.-accredited library schools. This is less than two degree holders per responding system or library and if members of regional and county systems as well as branches are considered separately, less than one such degree holder per library unit. Moreover, these qualified personnel are very unevenly distributed throughout the system. Nearly 65 percent are concentrated in six large library systems (the six being the public libraries in Miami, Jacksonville, Orlando, Tampa, St. Petersburg, and Ft. Lauderdale).
- There are 50 recipients of graduate degrees in fields other than library science with no apparent pattern of concentration.
- Forty-five persons hold an undergraduate degree in library science and 16 of these, or 35.6 percent, are employed in the six large libraries mentioned above.
- Holders of other undergraduate degrees are 164 in number with 61 of these, or 37.2 percent, employed by the six large libraries mentioned above.

These data provide the basis for a number of conclusions. The most obvious is the lack of an adequate number of librarians with advanced degrees in library science. This problem is made more acute because the vast majority of these personnel are concentrated in six large libraries. A similar problem is reflected in the data relating to holders of undergraduate degrees in library science. Further, their total number is not adequate for the State's public library system.

The lack of an adequate number of properly trained personnel can only result in a less than desirable level of service. The results of this personnel deficiency within the public library are that many employees are asked or required to perform tasks for which they have been inadequately trained or, in many instances, that certain tasks cannot be performed because of other demands of the staff. With respect to the latter, the survey of public libraries included questions relating to staff positions for publicity or community relations programs, a fulltime reference librarian, and a fulltime children's librarian. Responses to these questions were as follows:

- Six libraries, or 6.1 percent of those responding, have a fulltime staff position for community relations programs, and four of these are among the six large libraries previously mentioned,
- 23.6 percent of the respondent libraries had a fulltime reference librarian, and
- 30.2 percent of the respondent libraries had a fulltime children's librarian.

The summary data presented above illustrate the deficiencies in personnel which currently characterize the public library system in Florida. As stated above, an additional $ 16.16 million in annual salary expenditures are needed to bring the system up to existing standards. Further, the data indicate the need throughout the library system for significantly more personnel with an academic background in library science.

The importance of adequate staff for public libraries cannot be overstated. Public libraries provide services directly to the public and many library transactions require direct assistance to the user. If staffing is inadequate to provide such assistance, user dissatisfaction can result. The lack of fulltime personnel for publicity or community relations programs indicates a serious shortcoming. Public libraries maintain what must be considered a very low profile within respective communities. As a result, libraries are a low priority item in both local and state budgeting. Greater visibility for library activities could be a significant factor in acquiring needed funds for expansion of all phases of library activities, and a public or community relations program could be a key element in acquiring such recognition.

In summary, public libraries in Florida face an acute shortage of personnel. This problem, like most others which currently beset the system, is a function of available funds.

Facilities

Physical facilities, e.g., floor space, reader space, etc., are another aspect of public libraries explored in this survey. Facilities are, of course, a major determinant of the level and quality of library services, and are also one of the more expensive inputs into a system for providing such services. The data gathered were analyzed and estimates of the expenditures needed for additional facilities were based on cost factors appropriate to Florida

Floor Space

Existing floor space was determined by the survey and compared with statewide requirements. These requirements are based on a standard of 0.6 square foot per capita. The cost factor used was $30.00 per square foot.

The analysis of the data obtained relative to facilities revealed a serious shortage in library floor space. On the basis of the standard used, present floor space is less than one-half of the State's needs. To correct this deficiency will require in excess of $74.30 million for new buildings alone.

Reader Space

Within the floor space requirement are several space components, including reader space. This survey revealed a deficiency in reader space which will require approximately $7.0 million of the total floor space expenditures. In addition, over $237,000 in needs for reader seats were identified.

Shelving

Another important facility requirement defined in the survey was shelf space. The needs for shelving were based on the statewide minimum collection required of two volumes per capita and a shelving

requirement of one linear foot per eight volumes held. The cost of shelving was taken as $4.00 per linear foot. Applying these factors to existing shelving produced a deficiency of $2.84 million in present shelving for public libraries in the State.

Parking Facilities

Librarians were also asked if parking was a problem for patrons of their library. Of those responding, 81.2 percent indicated that parking was not a problem in their opinion. These librarians believed that the existing parking spaces, where provided by the library or on-street, were adequate for the needs of library users.

Library Location

Most librarians (81.6 percent) were satisfied with the location of their facilities. Many of the complaints registered were attributable to urban libraries which lacked space for expansion or for parking facilities. Several librarians did indicate dissatisfaction with their library's location in a park area. This, they felt, inhibited users for reasons such as being out of the flow of pedestrian traffic.

PUBLIC LIBRARY ORGANIZATION

Analysis of the organization and administrative structure of the public libraries is an essential element in providing a composite view of their present status. This structure is a major determinant of the quality of services provided as well as the efficiency with which services are delivered.

The analysis of this structure was pursued on two points. First, the organization of individual public libraries was reviewed. Second, the organizational and administrative relationships among public libraries were identified and analyzed.

Library Unit Organization

Library Boards

Most public libraries in Florida operate under the overall guidance of a library board appointed at the local level. Survey responses indicate only six libraries which do not have library boards. Responses to the survey also indicate the following characteristics:

- Membership of local boards varies from two to 16 persons. Regional boards have as many as 35 members.
- Most boards meet monthly. Alternative schedules are bi-monthly, quarterly, or annually.
- Most boards do not provide an orientation for new members.
- Usual activities of the board include:
  - establishment of library bylaws,

- selection of the chief librarian,
- planning for the library, and
- fund-raising, budgeting, and other fiscal activities.

- Most boards do not participate in the administration of the library; rather, they serve in an advisory capacity.

- Of the libraries responding, 63.5 percent indicated that their library board had adopted a written statement of policy.

- Among the libraries responding, 28.7 percent perceived their boards as very active, 59.3 percent considered their boards active, while only 12 percent viewed their boards as inactive.

Internal Organization

The internal organization of the respondent libraries varied. The principal determinants of the existing structure seemed to be available funds and population served. These are, of course, obvious conclusions. Libraries with large budgets and serving large numbers of persons are able to employ specialists for programs for children, young adults, business and scientific reference, etc. In such situations the head librarian, or director, has few responsibilities in technical areas. He is primarily an administrator and relies on division, department, or program supervisors and other staff members who have responsibilities in technical areas.

In the smaller libraries the director has the same general administrative responsibilities, though on a smaller scale, and also has responsibilities for circulation, book selection, reference service, etc. Since the funding capabilities and the population served are at lower levels, much of the fiscal ability to hire specialized persons and offer a wide variety of services is absent.

The legislative basis for organizing public libraries has contributed to the diversity of organizational structures and to the sheer number of public libraries in the State. Until 1971, formation of public libraries was based on the provisions of Chapter 150 of Florida Statutes. This legislation was permissive in nature and failed to provide guidelines or models for library organization; rather, it simply permitted their organization within broad procedural limits. This situation was not altered by House Bill 693 which repealed Chapter 150.

Library Systems

There is an organizational level which lies above the individual library unit. This stratum consists of library systems. Library systems may have either of two organizational structures. In the first approach, a federated system, the members are equal and provide certain services on a reciprocal basis. The second approach, a centralized system, involves a headquarters library presiding administratively over the system. Again services may be provided reciprocally, but certain activities are performed by the headquarters unit for the entire system.

The library system can also be classified according to geographic area served. Most systems provide service on a countywide basis. Others, the regional systems, are multicounty in scope. The regional systems were organized primarily to provide service, given limited resources, to persons otherwise receiving little or no service.

An extension of the regional approach, though less formalized, is evidenced by the four library resource centers which have been designated. These centers, located in Miami, Jacksonville, Orlando, and Tampa, are the four largest public libraries in Florida. Their purpose is to permit interlibrary loan use of existing large, high quality collections. In this manner the present strengths of the State's library system benefit all citizens.

Interlibrary Cooperation

The importance of interlibrary cooperation was evidenced by survey responses concerning services which were either provided or received by public libraries. The areas of concern were:

- interlibrary loan,
- problem consultation,
- photo duplication,
- personnel sharing in special programs, and
- contract services.

Also of concern were the libraries and institutions with whom these services were shared or exchanged. Responses indicate that interlibrary loan, particularly with other public libraries, is the most used service and is considered the most important by librarians. Other services of significance were problem consultation, again with other public libraries, interlibrary loans involving academic libraries, and interlibrary loans involving public school libraries. These results indicate a clear emphasis on interlibrary loan as an important service. The basis for this significance probably lies in the lack of adequate library materials identified above. Further, the survey results indicate that librarians have responded to present needs and inadequacies by drawing on the resources of other libraries.

Public Library Funding

An important determinant of the level and quality of services provided by any agency–public or private–is the level of funding available to the agency. Any analysis of the services provided by these agencies must then consider the revenues available to finance administrative operations and programs. Public libraries are no exception to these generalizations and an understanding of their problems, particularly in view of the deficiencies identified above in relation to Florida's public library system, must be based on the knowledge of the sources and level of financial support given them.

Local public libraries receive funds from five principal sources: federal funds, primarily grants under provisions of the Library Services and Construction Act; state funds under the state aid program

provided by Chapter 257 of the Florida Statutes; county funds derived from an appropriation or library tax; municipal monies from their general funds and reimbursement for library services extended to other counties through contractual agreement. Miscellaneous sources such as donations and fines are also present.

Information supplied by the State Library indicates the following breakdown of sources for revenues for public library services:

- federal–2.1 percent,
- state–1.7 percent,
- county–21.2 percent,
- municipal–67.8 percent,
- reimbursement–4.3 percent, and
- donations, fines, and other–2.9 percent.

From these data it becomes obvious that the costs of public library services for the State of Florida are being borne largely by local sources, primarily municipal governments.

The principal sources of these local funds are ad valorem taxes on property. Until recently library funds derived from these sources were earmarked for use by public libraries. Recent legislation has altered this situation by placing an upper limit on the total millage levied by municipalities. To obtain a share of these limited funds, municipally funded libraries must now compete with other municipal services such as the police and fire departments and sewer and water services. A further point of significance in the financial breakdown given above is the low level of funding from the State. Further consideration of state funding for library services is given below as part of the analysis of the State Library.

Further examination of these revenues shows the low level of expenditures per capita for library services. These generalizations are based on total statewide expenditures reported and total population and do not reflect the expenditures of any particular library or library system. The total revenues reported, were approximately $12 million. This together with the population, yields the following significant breakdowns of funding which reached the local level:

- state funds–less than $0.07 per capita, (1971) and
- local funds–approximately $1.57 per capita.

These expenditures may be compared with similar standards for funding suggested in Florida and other states. Some of these, with their dates of adoption given in parentheses are:

- Alabama–$2.00 per capita (1966),

- Maryland–$3.00 per capita (1970),
- Oklahoma–$4.00 per capita in 1969 increasing to $5.00 per capita in 1975 (1969),
- Ohio–$5.50 per capita (1970), and
- Florida–$5.00 per capita (1967).

Clearly, the levels of funding in Florida are below these standards and reflect the need for increased contributions from all sources.

III. THE FLORIDA STATE LIBRARY

INTRODUCTION

A state library agency is a key element in any state's library program. This agency, in addition to the operational functions it serves–such as providing reference service, circulating materials, and providing interlibrary loan service–also serves in a role of leadership for all libraries throughout the state. This is perhaps the most important function of a state library in relation to public libraries because success in this area can catalyze activities at the local level throughout the state. Several factors influence the manner in which a state library carries out its responsibilities. An effort has been made in this study to examine the components which comprise Florida's State Library. The results of this analysis are presented in subsequent sections.

RECENT LEGISLATIVE HISTORY

The legal basis for the existence and operation of the state library agency is an important determinant of the manner in which these responsibilities are met. Florida's State Library was not created by the State Constitution; rather, it is a product of action by the state legislature. The most important legislation concerning the State Library is Chapter 257 of the Florida Statutes. This legislation authorized creation of a State Library in 1925. Through the years, this legislation has been amended on several occasions, but still stands as the legislative basis for the agency, the definition of its duties and responsibilities, and the establishment of a program of state aid to free public libraries.

In the last decade, a number of amendments of varying significance have been made to Chapter 257. In 1962, the State Library was administered by the State Library Board composed of three members appointed by the Governor to four-year terms. The Secretary of the Board, chosen by its members, also served as the State Librarian. In 1963, the Board was expanded from three members to seven and was renamed the State Library and Historical Commission. At this time, all powers, duties, and authorities of the Florida Civil War Centennial Commission, along with its assets, were vested in the new State Library and Historical Commission. This newly named agency was charged with closing out the affairs of the defunct Civil War Centennial Commission and was given responsibility for the collection, recording, and dissemination of information about Florida history. Equal emphasis was to be placed on the historical and library functions of the Commission.

Two significant developments occurred in 1967. First, Chapter 157.27 created a 12-member State Committee on Libraries. This Committee, consisting of public officials, professional librarians, and citizens, was charged with studying the quality of library services available to the citizens of Florida and with recommending changes in Florida law which might improve services. The Committee was to present its findings to the Governor, the Senate, and the House of Representatives at the next session of the Legislature.

Second, Chapter 267, covering the provisions of the Florida Archives and History Act, was passed in 1967. In summary, this legislation relieved the State Library of its previous historical functions and maintenance of certain public records by creating a Florida Board of Archives and History with four operating divisions: Archives and Record Management; Historic Sites and Properties; Historical Museums; and Publications.

The most significant legislative changes bearing on the State Library have occurred since 1968. In that year a new Constitution was adopted which limited the number of executive departments to no more than 25. This contrasts sharply with the previous division of executive responsibility among approximately 200 boards, commissions, departments, and other agencies. As a result of these changes, the State Library was transferred from the State Library and Historical Commission to the Department of State (formerly the Office of the Secretary of State). At the same time, the Archives and History Board was also transferred to the Department of State. The Archives and History Board is presently known as the Division of Archives, History, and Records Management; the Library and Historical Commission has now become the Division of Library Services.

Under this new organizational structure and provisions of Chapter 257 of the *1970 Supplement to Florida Statutes*, the State Library is to be administered by the Division of Library Services. In addition, provision is made for an advisory council of 13 members known as the State Advisory Council on Libraries. The members of this Council are to be appointed by the Department of State. More importantly, sole authority for appointment of the State Librarian (the chief administrative officer of the Division of Library Services) is also given to the Department of State. An appropriations Act temporarily removed (for FY 1971 and 1972) the $50,000 ceiling on total grants per county and provided that municipalities which offer library services for the entire county should also be eligible for State grants.

THE STATE LIBRARY TODAY: A PROFILE

Purposes

The role of the State Library today is stated in the future program structure set forth in the *Six-Year Plan and Program Budget* of the Department of Administration. The sub-program related to library services encompasses activities conducted by the State to serve–both directly and through local community operations–the informational and leisure-oriented needs of the general public. The development and improvement of a statewide network of libraries and library services is emphasized as is the promotion of library use by the general public.

Specific components of this sub-program include:

- allocation and administration of state and federal funds for development and improving library resources at the local level,
- providing consultants to assist local libraries,
- developing and maintaining special supplementary collections for use by libraries throughout the State,
- providing access to the collections of the State Library through an interlibrary loan system,
- providing public access to the bibliographic resources of the State through a rapid communications network,

- preparing, publishing, and distributing bibliographic and other special materials for public library users,

- operating a centralized processing service for the libraries in the State,

- providing library and informational services directly to individuals who do not have access to local community libraries or are unable to use services of local libraries,

- State participation outside the State of Florida in cooperative efforts to improve library services,

- providing special collections for agencies of state government,

- providing reference, lending and research services needed for operations of the state government, and

- providing technical, consultative, and financial assistance needed to establish and maintain internal library resources in state agencies and state institutions.

These functions may be compared with the major library functions of the states delineated by Philip Moneypenny in his study entitled *The Library Functions of the States* (1966). In this study, an analysis of the results of an American Library Association survey showed a diversity of state library activities which could be classified into seven major categories. These were:

- participation in and coordination of library planning and development within a state,

- maintaining a general circulating collection,

- maintaining and operating a general reference collection,

- providing legislative reference and research service,

- managing an archives and record program,

- maintaining a law collection, and

- maintaining an historical collection.

Moneypenny found that in only six states were these services offered by a single agency. In the other states, a number of agencies were involved in providing this range of service. For example, in Florida, the archives and records program and historical collections are maintained by the Department of State, Division of Archives, History, and Records Management.

The primary functions which are served by the State Library of Florida are library development, maintenance of a general circulating collection, providing general reference service, and providing reference service to agencies of state government and the legislature. From these functions it can be

seen that the State Library provides service to three clients: state government, libraries throughout the State, and the general public. In view of the scope of the responsibilities of the State Library as well as the diversity of its clientele, an analysis of the organizational response to these responsibilities is in order as is a look at the financial resources made available to the State Library to meet these responsibilities.

Organization

As has been noted, library functions at the state level are performed by the Department of State, Division of Library Services–one of five divisions within the Department. The chief administrative officer, the State Librarian, is appointed by the Secretary of State. The Division is subdivided into three bureaus, plus the Office of the State Librarian consisting of the State Librarian and his immediate administrative staff.

The three bureaus of the Division are: Library Development, Library Services, and Book Processing. The responsibilities of each are as follows:

- Bureau of Library Development: county and regional library development; encouragement of participation in library systems; administration of state equalization funds; statewide planning, consultant service and program development; maintenance of programs in institutions and agencies of the State; recruitment and placement of library personnel; and data gathering and publication of library statistics;

- Bureau of Library Services: lending service to library users; reference and information service; development of interlibrary communications networks; development and maintenance of resource centers to backstop local community libraries; and distribution of state documents to designated depositories; and

- Bureau of Book Processing: centralized purchasing, receipt, and cataloging of library materials for member libraries.

State Library Resources

Facilities

The Division of Library Services is located in the subbasement of the Supreme Court Building in Tallahassee, Florida. Total floor space devoted to the Division is 15,000 square feet. This comprises the office and working areas for the staff of the Office of the State Librarian, the Bureau of Library Development, and the Bureau of Library Services, shelving space for the collections of the State Library, display and storage space for other library materials such as periodicals and microfilm resources, and space for members of the public and state agency personnel who use materials at the State Library. These 15,000 feet constitute the total space allocated to the agency.

The inadequacy of the present facility in terms of floor space is obvious. Clearly, it does not and cannot meet the needs of a state library. This inadequacy is more pronounced when viewed in the context of needed programs and future facilities requirements. The problem of acute shortage of space is compounded by other physical limitations of the present facility (i.e., lighting, user traffic

flow, and parking). A special problem in the present facility is the high level of humidity which promotes destructive molding of valuable library materials.

Personnel

As indicated above, the State Library consists of four organizational subdivisions. Existing personnel plans provide for 49 positions within the Division. There are, at this writing, a number of vacancies which must be filled to reach these levels. But given full staffing, even this number of personnel will find it difficult to meet the needs of state government and the citizens of Florida.

In any agency, the utilization of staff members is at least as important as the total number of employees. Equal consideration and emphasis should be given in any future planning to the capacities in which staff members are to be utilized. Immediate attention should be given to redefining the role of the library consultants at the State Library. A trend evidenced in other states is movement away from use of general library consultants. These states are now utilizing specialists in particular areas of library services (e.g., children's services, services to the economically disadvantaged, and services to the physically handicapped) to provide statewide technical assistance to libraries desiring it. This development quite often is a concomitant of a program for regionalization of public libraries.

Materials

A state library agency holds materials for three primary reasons–to serve state government, to supplement the collections of libraries throughout the State, and to provide direct services to citizens not otherwise served. The relative emphasis given each of these functions determines the size of the collection needed at the state library level. If, for example, a state library emphasizes the provision of service to agencies of state government, a relatively small, specialized collection is adequate; however, if supplementing local community libraries' holdings is given priority, a large general collection is needed. The latter is especially true if the state library agency provides bulk loans to small libraries, as is the case in Florida.

A number of states, Florida among them, have attempted to supplement local community libraries', collections by establishing resource centers throughout the state to provide materials on an interlibrary loan basis. These resource centers are usually large public or academic libraries. Ideally, they are distributed on a relatively equal geographic basis to provide rapid access to desired materials. Four libraries in Florida have been designated as resource centers: Jacksonville Public Library; Miami Public Library; Orlando Public Library; and Tampa Public Library. These resource centers are charged with providing library materials and bibliographic resources for use by all library systems in the State. In exchange for these services, the resource centers receive grants (provided by federal funds) for the acquisition of additional materials. Four grants in the amount of $25,000 each were approved for the current year. This funding is clearly not adequate for the development and maintenance of a resource center program.

Interlibrary loan access is also provided by the libraries of state-supported universities throughout Florida. Requests for their materials are corrdinated by the State Library through a TWX system.

The State Library also provides interlibrary loans to local community libraries, and this service is among those most needed and appreciated by the local libraries. Other states have found it desirable,

however, to de-emphasize interlibrary loans from their state libraries and to use their funds for an effective resource center development. In this way, access to existing large collections, such as exist in Jacksonville, Orlando, Miami, and Tampa, could be made available throughout the State; and more equitable reimbursement for services rendered could be provided to the resource centers.

By encouraging resource center development, the State Library could accomplish several desirable ends. First, costly duplication of existing holdings could be avoided. Second, the State Library, if freed of supplemental circulation responsibility, could direct its attention to providing leadership and technical assistance in fostering effective local library development.

Services to the Public Libraries

The State Library provides assistance in several forms to the State's public libraries. An attempt was made to evaluate the level of use of these services by public libraries and to determine the quality of the services received as perceived at the public library level. The responses received are summarized in Tables 1 and 2.

Several conclusions are supported by these data:

- The most frequently used services, based on total responses and levels of use, are interlibrary loan, the summer reading program, and subject requests.
- Placement, recruitment, and group loans are the least used services.
- The most used services also received the most favorable evaluations.
- The poorest evaluations were received by two of the least used services–recruitment and placement–and also by statistical information services and the Annual Directory.
- Consultation, a service traditionally considered important by the State Library, was little used by survey respondents.

Funding

Funding for the administration and programs of the Florida State Library can only be described as inadequate. For fiscal year 1972, a total of $651,955 was appropriated by the legislature. Administration of the State Library received $151,955 and the state aid program ($500,000) for library development. *The State also received $1,385,770 from federal funds (Library Services and Construction Act, Title I), but had to apply the total state appropriation for matching purposes and solicit an additional $564,171 from local libraries for matching purposes.*

The inadequacy of funding for library purposes is evident from the levels of appropriations made by the legislature. This conclusion is reinforced by a look at the uses made of funds available. For example, the appropriation for administration of the State Library is not sufficient to pay the salaries of its personnel. The difference between appropriations and expenditures is made up by using LSCA monies to pay staff salaries. LSCA monies are also used to provide grants, workshops, and statewide programs in addition to supporting approximately 60 percent of the State Library's operations.

Table 1
Use of State Library Services by Public Libraries

Services	Level of Use by Percentage of Responding Libraries		
	Very Much	Often	Occasional
Interlibrary Loan	39.8	39.8	20.4
Subject Requests	18.6	47.1	34.3
Group Loans	15.0	5.0	80.0
Reference Service	17.1	17.1	65.8
Annual Directory	20.5	35.9	43.6
Statistical Information	6.2	21.9	71.9
Consultation	12.1	21.2	66.7
Workshops	12.2	24.4	63.4
Grant Program	34.6	30.8	34.6
Recruitment	29.4	0.0	70.6
Placement	0.0	0.0	100.0
Book Processing	60.0	20.0	20.0
Book Selection	46.1	30.8	23.1
Summer Reading Program	76.5	18.8	4.7

Source: Spindletop Research, Inc.

Table 2
Quality of State Library Services as Perceived by Public Libraries

Service	Evaluation of Service By Percentage of Responding Libraries		
	Good	Average	Inadequate
Interlibrary Loan	88.2	11.8	00.0
Subject Requests	87.3	12.7	0.0
Group Loans	89.4	5.3	5.3
Reference Service	84.4	12.5	3.1
Annual Directory	67.6	16.2	16.2
Statistical Information	59.3	22.2	18.5
Consultation	78.1	12.5	9.4
Workshops	58.3	30.6	11.1
Grant Program	71.4	14.3	14.3
Recruitment	57.1	14.3	28.6
Placement	42.9	14.3	42.8
Book Processing	39.1	39.1	21.8
Book Selection	63.6	27.3	9.1
Summer Reading Program	96.8	3.2	0.0

Source: Spindletop Research, Inc.

A second example of the inadequacy of funding is found in the state aid program. State aid to local libraries is computed according to rules set forth in Chapter 257 of the Florida Statutes. Three types of grants are awarded: operating, equalization, and establishment grants. Chapter 257 also includes a formula for computing the amount of state aid for which a county is eligible and, in the event of insufficient funds to meet the demands for aid monies, provides for prorating the monies available. *Based on Chapter 257, state aid, if fully funded, would have amounted to $1,397,564; while, as noted above, only $500,000 was available.*

In summary, funding of the State Library and the state aid program is completely inadequate. Moreover, the use of LSCA Title I funds to sustain the administrative functions of a state level agency, while not in contravention of federal regulations, is clearly an undesirable use of monies intended for local library development. Adequate funding for the operational requirements of the State Library is an obvious priority item in future planning.

The State of Florida is conducting a minimal State Library operation and has chosen to under-fund even this level of service. Federal funds have subsidized the operation to the detriment of local libraries who have been deprived of funds intended for their development and maintenance. The immediate needs identified in this plan are for new facilities for the State Library–a need recognized by the State but too long delayed–and for recognition of the fiscal responsibility for the State Library. Additional funds are also needed for the State aid program which would not only foster local library development, but would also allow the State Library to assume a role of leadership for libraries throughout Florida.

The problems which beset the Florida State Library–inadequate facilities and insufficient funding–contribute to other problems such as optimum levels of staff, services, and programs. Further, a state library which exists on a shoestring budget and is continually on the brink of fiscal disaster cannot be expected to provide needed leadership for local community library development and maintenance.

The needs of the Florida State Library are such that it would be easy for corrective measures to assume such proportions that action by the legislature could be completely forestalled. A far better approach for the short run is to seek that which can be considered reasonable. The following immediate needs, given the levels of support for state libraries in other states, should be considered a modest fiscal obligation by the legislature.

First, full support should be mustered among public librarians for the new facilities which have been proposed for the State Library. The present facilities are hopelessly inadequate for today's needs and further delays in the proposed building program will further retard the development of a strong State Library as a master link in the chain of public library development.

Second, realistic funding levels for the staff and programs of the State Library must be obtained from the legislature. This fiscal year, as noted above, state funds for administration of the State Library program totaled $151,955. The total inadequacy of this funding is demonstrated by analyzing the salary component of the State Library's current budget.

The total salary budget for this fiscal year is $370,768. Sources of these funds are as follows:

- state appropriations from general revenues–$151,955,
- federal monies–$129,723, and
- funds from the Book Processing Center Trust Fund (provided by local libraries served by the Center)–$89,090.

In short, Florida only pays approximately 40 percent of the salary component of the State Library. No other state-provided funds are available for budget items such as personal services, operating expenses, and operating capital outlays.

The State has appropriated $500,000 for the state aid program. These monies, however, only constitute approximately 30 percent of the grants-in-aid made for local library development and construction.

IV. PUBLIC ATTITUDES TOWARD FLORIDA LIBRARIES

INTRODUCTION

The following section presents an in-depth picture of the perception by Florida citizens of the State's library system. Two surveys were conducted--one of the general public and one of patrons at selected public libraries. The results from each of the surveys are presented in this section. The information gathered from the two surveys has provided the Library Study Commisson with an evaluation of performance of the system and relevant input to the plan of action for the Florida public library system.

GENERAL SURVEY OF FLORIDA POPULATION

The primary purpose of this survey was to estimate the number of Floridians who use the public library services throughout the State. Additional information concerning the general public's attitude or perception of public library services was also gathered in order to present a composite view of the state library system as seen by those people it serves. Further information with respect to non-users and their attitudes leading to the lack of use of free public library services is offered in subsequent sections.

A sample of approximately 1,550 names was drawn from the complete set of Florida telephone directories with the allocation proportional to the 1970 population of each of the State's 67 counties. The survey was administered by Florida college students from several cities throughout the State and under the supervision of on-site survey personnel from Spindletop Research, Inc. A general summary of the survey responses is given in Table 3.

Table 3
Response to General Survey

Category	Respondents	Percent
Responses (both full and partial)	967	62.4
Refusals	99	6.4
Phones not in service	126	8.1
No Answer	358	23.1
Total	1,550	100.0

Source: Spindletop Research, Inc.

The following analyses are based on the information provided by 967 respondents for their respective households and, unless otherwise noted, all the percentages given in this section of the report are based on this figure.

The survey indicates that 30.5 percent of the respondents have visited a public library at least once during the past six months. Applying this percentage to the State's 2,282,471 households, one infers that members of nearly 700,000 Florida households visited public libraries during the past half-year. Conservatively assuming that an average of 1.5 persons per household use public library facilities, there would be just slightly more than 1,000,000 Florida citizens who have used a public library during the past six months.

The above figures take on an added importance when one considers the intensity of public library use. For example, from Table 4, 22.4 percent of the general public who use public libraries indicate

Table 4
Frequency of Library Visits
(Regular Patrons)

Frequency	Percent
Once a week or more	22.4
More than once a month	21.0
Once a month	26.8
More than once a year	21.0
Once a year	8.8
Total	100.0

Source: Spindletop Research, Inc.

that they make at least one visit a week. An additional 21 percent use library facilities approximately twice a month, while another 26.8 percent indicate monthly public library use. Applying the frequency-of-visit figures in Table 4 to the one million persons who visited the State's public libraries during the past six months, it can be inferred that the State's library users made approximately 16 million visits. (See Table 5.)

Of the 69.5 percent of the public who indicated they did not use the State's public library facilities during the past six months, nearly one-third indicated they had visited a public library within the past three years. A complete breakdown of the State's non-library users by "last visit" is given in Table 6.

Non-users were also asked if they expected to use public library facilities in the future. A total of 31 percent of the non-users indicated they did plan to use public library facilities at some future time, although no time period was given. It is significant to note that nearly one-half of the persons who visited public libraries within the past 10 years (but not during the past six months) expect to use public libraries again. A further breakdown of the non-users who expect to use the public libraries is given in Table 7.

All respondents were asked questions concerning their age and educational attainment. Not unexpectedly, a substantially larger percentage of Floridians who use public library facilities are college graduates as opposed to persons who do not use the library. Similarly, non-users who indicated they expect to use libraries in the future tend to have more formal education than those persons not planning future visits. A summary of the various educational attainment levels of library users and non-users is given in Table 8.

Table 5
Number of Library Visits During the Past Six Months

Frequency of Visit	Number of Persons	Estimated Visits Per Six Month Period	Total Visits Per Six Month Period
Once a week or more	224,000	52	11,648,000
More than once a month	210,000	12	2,520,000
Once a month	268,000	6	1,608,000
More than once a year	210,000	1	210,000
Once a year	88,000	0.5	44,000
Total	1,000,000		16,030,000

Source: Spindletop Research, Inc.

Table 6
Date of Last Visit by Library Non-Users
(Base: 492 Persons)

Time Since Last Visit	Percent
Less than 3 years	32.7
3 – 5 years	12.0
6 – 9 years	2.8
10 years or more	29.3
Never or refused to answer	23.2
Total	100.0

Source: Spindletop Research, Inc.

Table 7
Percent of Library Non-Users Who Expect to Make Future Visits

Time Since Last Visit	Percent*
Less than 3 years	53.6
3 – 5 years	44.6
6 – 9 years	44.4
10 years or more	16.1
Never or refused to answer	16.1

*The percentage figures in Table 7 are percentages of the percentages presented in Table 6. Consequently they do not add to 100 percent.

Source: Spindletop Research, Inc.

There is a disparity between the age groups of library users and non-users. In general, the age levels progress upward from the library users to the non-users who expect to use the library to the non-users who do not expect to use the library. The percentage in each age grouping is given in Table 9.

Table 8 indicates that college and high school graduates combine to form approximately 80 percent of the public library users. It should further be pointed out that one-half of non-high school graduates who use the library were teenagers (under 18), most of whom will soon receive high school diplomas. With increasing college enrollments, it is quite clear that in the future, more and more Floridians will have college degrees, and, in the process of receiving these degrees, will become increasingly aware of public libraries and the services which they offer. Thus, it is reasonable to expect a constantly increasing number of library patrons throughout the State as a direct result of increased formal education being sought by the State's youth.

At the other end of the age spectrum, approximately one-fourth of Florida's senior citizens avail themselves of the State's public library services. However, during the survey, several elder citizens inferred they did not use public library facilities only because of particular physical infirmities, such as poor eyesight and ambulatory difficulty. In addition, many of the elderly had no means of transportation

Table 8
Educational Attainment of Library Users and Non-Users

Category	Percent of Library: Users	Non-Users	Percent of Current Non-Users Who Expect Future Use
College Graduates	37.6	14.1	21.2
High School Graduates	41.0	50.6	52.7
Non-High School Graduates	14.6	30.0	24.0
Refused Information	6.8	5.3	2.1
Totals	100.0	100.0	100.0

Source: Spindletop Research, Inc.

Table 9
Age Groupings of Library Users and Non-Users

Age Category	Percent of Library: Users	Non-Users	Percent of Current Non-Users Who Expect Future Use
Under 18 years	8.3	4.9	9.6
18–35 years	26.9	19.0	24.6
36–55 years	36.7	30.8	33.6
Over 55	23.2	37.0	26.7
Refused Age	4.9	8.3	5.5
Totals	100.0	100.0	100.0

Source: Spindletop Research, Inc.

to public libraries and consequently did not use their services. If a reconciliation could be reached between some of the physical impairments of the elderly and selected library facilities, then an additional segment of the population would become welcome users of the public libraries.

All respondents were asked to estimate the distance between their residence and the public library which they usually visited. Past experience would cast doubt on the actual validity of most responses. Consequently, the responses should be interpreted as perceived distances. Among library users there is a notable decline in number of users with increasing distances between their home and the library. This trend is only vaguely apparent among non-users; both those persons who expect to make future use of public libraries and those who do not. The perceived distances tabulated during the survey are summarized in Table 10. At the present time, it appears that the majority of the State's residents are within a "reasonable" driving distance of a public library; either a branch or a main library.

Those respondents who indicated they were library users were asked additional questions concerning their particular use of public libraries and their satisfaction with the services that are offered. Approximately 83 percent of the library users check out materials while the remaining 17 percent use the facility for reading and browsing and as a place of study. A majority of the material checked out, approximately 65 percent, could be classified as material to be read for pleasure, which is evenly divided among fiction and non-fiction. Children's books constitute about 12 percent of the check-outs. The remaining 23 percent might be classified, perhaps doubtfully, as "technical matter". This includes material checked out by students for book reports and term papers or by persons preparing oral or written reports.

Table 10
Perceived Distances Between Residence and Library for Users and Non-Users

Distance Groups	Percent of Library: Users	Non-Users	Percent of Current Non-Users Who Expect Future Use
One mile or less	30.2	18.8	18.5
Between 1–3 miles	20.0	19.2	24.6
Between 3–5 miles	17.1	14.1	15.1
Between 5–10 miles	14.1	15.4	19.8
10 miles or more	8.3	9.6	12.4
Don't know or Refused	10.3	22.9	9.6
Totals	100.0	100.0	100.0

Source: Spindletop Research, Inc.

Approximately one-fourth of the suggestions for added services or facilities pertained to the inadequacy of existing physical structures; primarily the shortage of interior shelf space and insufficient parking facilities. Some respondents suggested that facilities for audio and visual materials be added to current library services as well as more extensive Xerox or similar reproduction services. It is significant to note, however, that of the 30 percent of the users who responded to the question, "What library services or functions should be added to your library?", over half indicated a need for a larger selection of books. There were also suggestions for additional staff help in the libraries. Significantly, not a single respondent offered any disparaging remarks concerning the courtesy or helpfulness of library personnel anywhere in the State.

SURVEY OF LIBRARY USERS

The questionnaire survey of Florida library users was conducted at 30 public libraries and their branches which were selected randomly from the *Florida Library Directory*. A total of 3,000 questionnaires was distributed to the selected libraries; each library receiving a number of questionnaires proportional to their published 1970 circulation figures.

The questionnaire was designed to provide a variety of information concerning a particular user's perception of a given library. Each library was instructed to make the questionnaires available to the users in such a manner that their anonymity of expression was assured. Upon the completion of the questionnaires by users at the sample libraries, the survey instruments were returned to Spindletop Research, Inc., for analysis. A total of 2,167 were returned–a figure which serves as the base for reporting percentages in the following analyses.

The survey instrument asked the respondents to provide personal information about themselves and their households. These data are analyzed first in order to establish a background against which their responses concerning their use and perception of their library may be assessed. Most age groups are well represented among library users. The majority of users are between the ages of 19 and 54, while less than 12 percent are under 19 years of age. Table 11 gives a more detailed breakdown of library users by age categories.

Respondents were also asked to indicate the highest educational level which they had attained. The fact that over 59 percent indicated that they had completed at least some college training suggests that library users are well educated. With increasing college enrollments throughout Florida, as well as the United States as a whole, it is quite reasonable to expect a marked increase in the number of future library users in the State. A detailed classification of users by educational attainment is given in Table 12.

Table 11
Library Users by Age Category

Age Category	Percent of Users
12 to 18 years	9.6
19 to 34 years	24.8
35 to 54 years	25.8
55 to 65 years	18.3
Over 65 years	15.1
No Response	6.4
Total	100.0

Source: Spindletop Research, Inc.

The survey reveals that the majority of users belong to households which enjoy a good income. Only 13 percent of the respondents reported belong to a household with a combined annual income of less than $5,000; whereas more than 43 percent reported a combined annual income of greater than $10,000. Table 13 provides a comprehensive breakdown of

Table 12
Library Users by Educational Level

Highest Education Attained	Percent of Users
Grades 1 through 8	2.2
Some High School	10.6
High School Graduate	21.2
Some College	29.0
College Graduate	30.6
No Response	6.4
Total	100.0

Source: Spindletop Research, Inc.

Table 13
Library Users by Combined Annual Household Income

Income Category	Percent of Users
Under $3,000	5.1
$ 3,000 to $ 5,000	8.0
$ 5,001 to $10,000	27.7
$10,001 to $15,000	21.6
Over $15,000	21.6
No Response	16.0
Total	100.0

Source: Spindletop Research, Inc.

Table 14
Library Users by Occupation

Occupation	Percent of Users
Student	20.0
Housewife	27.0
Retired	20.3
Salaried	32.7
Self-Employed	15.3

Source: Spindletop Research, Inc.

combined household incomes reported by responding library users.

The general occupational categories of library users are presented in Table 14. Respondents were asked to check the categories most descriptive of their current occupations or livelihood. Since more than one response was permitted, the percentages in Table 14 do not add to 100 percent.

One segment of the questionnaire was designed to determine the residential patterns of the users. Over 60 percent of the users reside within the corporate limits of a Florida city, while just over 30 percent indicate a suburban or rural address. More than half of the respondents have resided in the State over 10 years and only 4.5 percent have been residents for less than one year. The residential patterns of users are summarized in Table 15.

The majority live in households where more than one family or household member makes use of the library. In fact, nearly two-thirds of the respondents indicated that other members of their households were also library users. The survey reveals that three-member households constitute the largest group, with one-person households and eight-or-more-persons households representing the fewest number of users. The household data are summarized in Table 16.

Proximity to public libraries appears to be an important factor with respect to the intensity of usage. Less than 19 percent of the surveyed users travel more than five miles to visit a public library while nearly one-fourth of the users travel less than one mile to use library facilities. The distances traveled are summarized in Table 17.

The mode of transportation to and from libraries is primarily by personal automobile. The survey indicates that nearly three-fourths of the respondents traveled to the library by private automobile on the day of the survey. Approximately 10 percent of the respondents walked to the library and the vast majority of the 7.2 percent reporting "other" means of transportation rode bicycles. A complete

Table 15
Resi lence of Library Users by Location and Duration

Location	Percent of Users
Within City Limits	61.6
Outside City Limits	32.2
No Response	6.2
Total	100.0

Duration	Percent At This Address	Percent In Florida
Less than one year	12.5	4.5
One to five years	31.2	20.3
Five to ten years	19.3	15.6
More than ten years	30.6	51.9
No Response	6.4	7.7
Total	100.0	100.0

Source: Spindletop Research, Inc.

Table 16
Library Use by Number of Household Members

Respondents Reporting Library Use by Other Household Members	Percentage
Use by more than one household member	65.8
Use by only one household member	34.2
Total	100.0

Members in Household	Percent of Households Using Libraries
1	5.3
2	10.8
3	29.9
4	17.1
5	14.4
6	12.9
7	6.4
8 or more	3.2
Total	100.0

Source: Spindletop Research, Inc.

Table 17
Distance Traveled to Library by Florida Users

Distance	Percent of Users
Less than one mile	24.2
Between one and three miles	27.7
Between three and five miles	30.0
More than five miles	18.1
Total	100.0

Source: Spindletop Research, Inc.

Table 18
Transportation Modes of Library Users

Transportation Mode	Percent of Users
Personal Car	74.1
Rode with Friends	3.8
Bus	5.3
Walked	9.6
Other	7.2
Total	100.0

Source: Spindletop Research, Inc.

breakdown of the transportation modes to and from libraries is presented in Table 18.

In conjunction with the determination of the modes of travel, the degree to which the respondent's visit to the library on the day of the survey represented a single-purpose trip was also ascertained. Surprisingly, nearly half of the respondents indicated that the sole purpose of their trip that day was to visit the library. Approximately 40 percent of those persons surveyed indicated they had made a business or social stop before coming to the library or that they planned to make similar stops before returning home. The tabulation of trip purposes is given in Table 19.

Although the percentages vary slightly from those of the general public, library visitors make intensive use of their library facilities. More than half of the respondents indicated they visited public libraries at least once a week, and more than 90 percent used the library each month. A breakdown of the visitation frequency is presented in Table 20.

In addition, the survey asked the respondents what other library

Table 19
Trip Purposes of Library Users
(Applicable Only to the Day of the Survey)

	Percent of Users		
Trip Purpose	Yes	No	No Response
Made business stops before arriving at library	39.6	53.5	6.9
Plan to make business stops after leaving library	41.9	42.9	15.2

Source: Spindletop Research, Inc.

Table 20
Frequency of Visits by Library Users

Frequency	Percent of Users
Every week	54.5
Every other week	27.0
Once a month	11.2
Less than monthly	4.5
First visit today	2.8
Total	100.0

Source: Spindletop Research, Inc.

Table 21
Alternative Libraries Attended by Library Users

Type of Library	Percent of Users
High school libraries	4.1
College libraries	8.7
Technical libraries	1.4
Other public libraries	22.2
Total	36.4

Source: Spindletop Research, Inc.

Table 22
Purpose of Visits by Library Users

Purpose	Percent of Users
Check out books	78.0
Return Books	59.6
Browse	29.2
Study (using library materials)	24.7
Study (using personal materials)	7.5
Other	11.0

Source: Spindletop Research, Inc.

facilities they used. Slightly more than 36 percent of those surveyed indicated they used other library facilities within the State; primarily public libraries in nearby cities. A summary of alternative library use is presented in Table 21. Not unexpectedly, the primary purpose of the respondent's visit to the library on the day of the survey was to check out, renew, or return books. Approximately 30 percent of the respondents indicated they browsed through library materials during their visit and about one-fourth reported they were studying while using library facilities. A complete tabulation of visitation purposes is given in Table 22. Since respondents were permitted to check more than one item with respect to the purpose of their visit, the percentages in Table 22 do not add to 100 percent.

The respondents were further asked to identify how they viewed their use of the library. Eight percent responded that their use was primarily for recreation or enjoyment while approximately one-third indicated they were seeking information on a specific topic. The reasons for library use are presented in Table 23, and, again, since more than one response was permitted, the totals exceed 100 percent.

The materials being sought by users obviously reflect the various use criteria in Table 23. Over one-half of the respondents were seeking adult fiction material, while 36 percent were looking for adult non-fiction. A complete list of materials being sought on the day of the survey is presented in Table 24. Again, since several responses were permitted, the total percentage exceeds 100 percent.

Table 23
Reasons for Use by Library Users

Use	Percent of Users
Enjoyment or Recreation	80.0
School Work	19.6
Seeking Specific Information	34.0
Other	10.5

Source: Spindletop Research, Inc.

Table 24
Materials Sought by Library Users

Types of Materials	Percent of Users
Adult Fiction	51.9
Adult Non-Fiction	36.1
Magazines	14.6
Newspapers	9.2
Children's Books	11.0
Reference Material	21.4
Information on Specific Topics	33.0
Other	7.5

Source: Spindletop Research, Inc.

Table 25
Dissatisfaction Expressed by Library Users

Dissatisfaction	Percent of Dissatisfied Users*
Did not have material sought	12.5
Material was checked out	4.4
Material not up to date	2.8
No response	1.2

*Respondents were asked to indicate which reason(s) applied to them. In some cases more than one reason was applicable, consequently the percentages do not add to 12 percent, the percentage of library users expressing dissatisfaction.

Source: Spindletop Research, Inc.

Approximately 88 percent of the respondents rated the facilities as being useful or satisfactory and the remaining 12 percent indicated varying degrees of dissatisfaction. **The most frequent comment concerning dissatisfaction with Florida libraries resulted from the unavailability of requested materials.** Additional comments expressing dissatisfaction are summarized and incorporated into Table 25.

It is significant to note that almost no dissatisfaction was expressed with library personnel. In fact, less than one-half of one percent of the respondents indicated they had not received courteous or helpful assistance, even though 44.8 percent of the respondents requested assistance from library personnel.

The majority of the survey respondents perceived the library to be fairly active on the survey day with 83.1 percent indicating that the library was at least moderately busy. Table 26 summarizes the perceived activity level at the library on the survey day.

Table 27 summarizes the difficulties encountered by the respondents on the day of the survey. The primary difficulty encountered at the library was the inability to find suitable automobile parking near the library. Even though only 2.5

percent of the respondents indicated having difficulty in finding an automobile parking place, this represents approximately 74 percent of all difficulty encountered by persons attending the library.

In the eyes of the users of Florida public libraries, one finds a reported high degree of satisfaction. To be sure, there are deficiencies which were pointed out by the respondents, but in general, the State's public library system is providing a valuable and desired service to a surprisingly large segment of Florida's citizens.

Table 26
Perceived Library Activity by Library Users

Activity Level	Percent
Very Busy	16.4
Moderately Busy	66.7
Not Busy at All	9.0
No Response	7.9
Total	100.0

Source: Spindletop Research, Inc.

Table 27
Difficulty Encountered by Library Users

Difficulty	Percent
No Difficulty	82.2
Lack of Auto Parking	2.5
Lack of Work Space in Library	0.3
Library too Noisy	0.6
No Response	14.4
Total	100.0

Source: Spindletop Research, Inc.

V. FLORIDA'S LIBRARY NEEDS

PUBLIC LIBRARY NEEDS

The survey of public libraries revealed a number of deficiencies which must be corrected if Floridians are to receive good quality library service. Many of the present problems have resulted from earlier inadequate funds; thus, Florida needs more of almost everything–facilities, materials, personnel–that money can buy. In addition, survey results presented above indicate that nearly 70 percent of Florida's citizens do not use public libraries. However, as library improvements and innovations have been instituted in several cities throughout the State, more and more of these former "non-users" are visiting the existing facilities. Thus, by attracting additional Floridians to their doors, many libraries are extending their present capabilities beyond capacity.

The immediate public library needs (that is, the minimum requirements to meet present standards) were discussed in Chapter II and are summarized, by item and cost, in Table 28. Further, using population projections provided by the Department of Administration, State of Florida, the funds needed to keep the system up to standards have been projected for the long term (to 1980). These data show the funds required to keep the system up to date after today's standards have been achieved.

Table 28
Representative Costs of Upgrading Florida's Library System

Item	Standards	Funds Needed to Achieve Standards* (in thousands of dollars) Present Standards†	1980 Standards‡
Library Materials			
Volumes Held	2 per capita	$38,691	$27,140
Volumes Added	5% of Basic Collection	1,337	11,430
Periodicals Received	1 per 500 persons served	117	40
Sound Recordings Held	1 per 50 persons served	287	210
Films Held	1 per 100 persons served	19,265	5,720
Personnel			
Fulltime	1 per 2,000 persons served	16,158	7,270
Facilities			
Floor Space	.6 sq. ft. per capita	74,304	34,900
Shelving	1 linear ft. per 8 volumes held	2,838	1,930
Reader Seats	3 per 1,000 persons served	237	240
Totals		153,234	88,880

*Based on 1971 cost figures.
†Denotes additional funds required beyond present expenditures to upgrade the present system to minimum standards based on 1970 population.
‡Denotes additional funds beyond normal operating expenditures to upgrade the system from 1970 standards to minimum standards based on projected population for 1980.

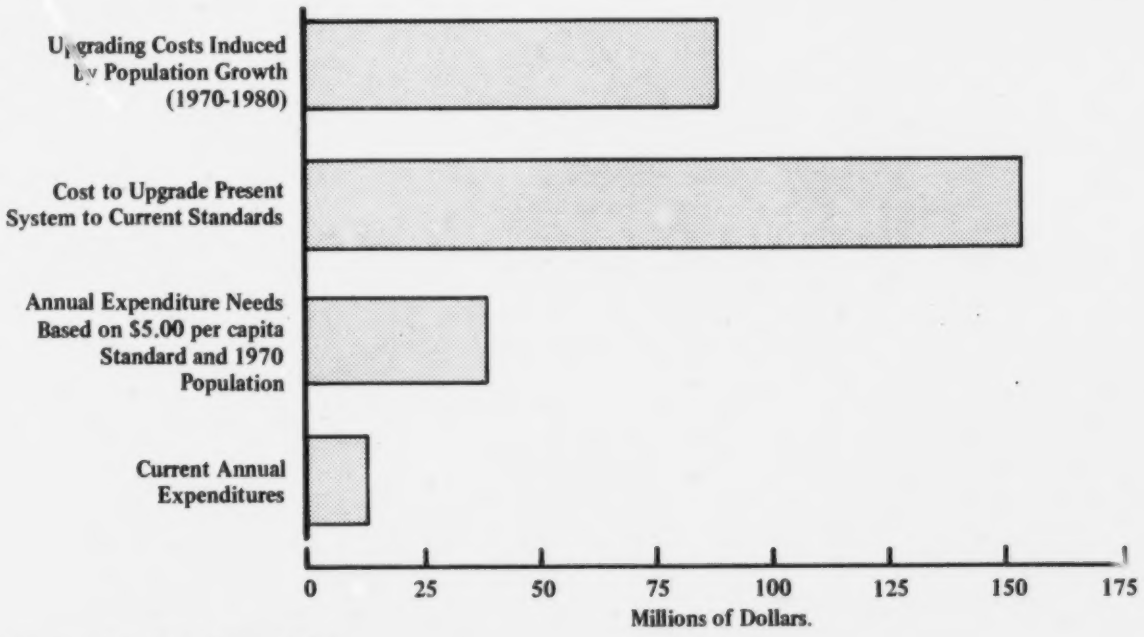
Source: Spindletop Research, Inc.

Given the magnitude of these fiscal requirements, it is obvious that present funding levels offer no hope for rectifying existing problems. In Florida, less than $2.00 per capita per year is being spent for library services at the local level. Simply stated, this level of expenditure is not commensurate with adequate services. Moreover, the principal source of funds–municipal government–is being increasingly squeezed, and local libraries must compete with police and fire protection and sanitation and sewer services as the scramble continues for bigger slices of a shrinking pie.

Additional funds must be secured if Florida's public libraries are to provide useful services and information. These funds will probably have to come from non-local sources (e.g., from regional or statewide levels), the levels must be significantly larger than today's funding, and increased funding must be on a continuing basis.

The problems which now beset the library system are generally attributable to past inadequacies in expenditures, and resolving the difficulties thus created will require large injections of dollars into library budgets. Given the achievement of standards, the maintenance of the system to meet the needs of a larger population will be much easier and less expensive to achieve, as shown in Table 28 and Figure 1.

But funding is not the complete answer to Florida's library problems. More money can buy the needed books, buildings, personnel, etc., but efficiency in delivering services must be achieved to maximize the system's effectiveness. To achieve the desired level of performance, a complete reorganization of the library system should be undertaken. The system today has too many small libraries, frequently staffed by volunteers for a few hours each week. These libraries cannot provide



Source: Spindletop Research, Inc.

Figure 1. Expenditure Levels and Costs of Upgrading

even minimal levels of services to their patrons. Their holdings are inadequate, their staff is often small and untrained, and their facilities are frequently located in former garages or rooms in firehouses. The disparities in the present system can be amply demonstrated by comparing these facilities with those in large urban areas where effective support has been marshalled.

The fragmentation, disorder, and disparities in the system must be overcome. Present laws have been weak and ineffectual in fostering planned, orderly library growth. A new system is needed which will preserve that which is good within the existing framework, replace present inadequate facilities, and direct the path of development and growth of new libraries along proper lines. Such a plan is offered in the following chapter.

In any reorganization proper attention must be given to all components. Thus, in this analysis, the needs of the State Library must also be considered. The State Library faces essentially the same problems as public libraries–inadequate library resources, facilities, personnel, and funds. Each of these problems has been detailed in the previous chapter and needs little reiteration. It has been shown that the State does not offer sufficient financial support to staff the State Library. Federal monies currently are used to defray personnel costs and are the sole source of funds for most State Library activities. Its facilities are totally inadequate and must be replaced and its staff is small, undertrained, and spread thinly over a broad range of responsibilities. In short, the State Library is a marginal operation.

Additional funding is an obvious need. The State Library must receive more funds or it will simply become a liability for the total library system. This agency should be providing leadership for all public libraries in the State yet it must currently struggle to survive. In trying to offer its range of services and assistance, quality has suffered and utilization of many services is extremely low.

Reorganization of the State Library must occur if public libraries are reorganized. By reorganizing, the library system can achieve a total approach to resolving current problems and deficiencies. For example, given the plan for reorganization described in subsequent pages, the State Library can curtail many services because they will not be needed. Staff time can then be directed into other areas of greater effectiveness. Further, the plan, when implemented, will define a new role for the State Library which alters its needs for general library materials and enables attention to be focused on meeting other needs.

The needs identified above and in previous chapters demand attention for Florida's library system. They must be remedied today, for procrastination will only aggravate problems and raise the price of curing the ills. Florida's citizens deserve quality library service, and efforts should be undertaken now to ensure the meeting of their needs.

VI. PUBLIC LIBRARY SERVICE PLAN–PROJECT 80

BACKGROUND

Meeting the needs of the public library system requires a thoughtful, comprehensive approach by those who are in a position to respond. The plan presented in this report is the response of the Florida Library Study Commission to the needs outlined in the previous section. It has been prepared after a full year of intensive investigation, analyses, and discussions of alternative approaches.

The Commission has prepared goals and objectives which have been used to formulate a general philosophy and rationale as a foundation for the plan. Further, the Commission has set a target year of 1980 for accomplishment of this first statewide public library services plan. In concert with the target date, the plan has been entitled "PROJECT 80."

PROJECT 80 is designed to focus the efforts of Floridians on the task of fulfilling three categories of acute needs for the entire system--finance, service gaps, and organization. These general categories have surfaced many times during the thorough investigations and analyses conducted during the planning period. A majority of all other needs can be corrected through a broad-based concentration of work in these three critical areas, since most problems and other needs relate directly to either finance, service gaps, or organization.

Needs of the magnitude of those presented in Chapter V do no accrue overnight, nor will they be corrected overnight. PROJECT 80, therefore, has been designed in two time periods–or phases–for implementation. Each phase outlines a sequence of actions toward implementation of the overall plan, which, when totally achieved, will satisfy the objectives and goals of the statewide public library services system.

GOALS AND OBJECTIVES

Several goals and objectives were articulated to provide a framework for the planning effort. Any effort of the scale proposed in PROJECT 80 (which involves all sectors of the public, all librarians, and spans many years) should have simply stated goals and objectives that can survive changing needs and unforeseen circumstances that will undoubtedly arise during the life-time of the project.

The proposed goals of Florida's public library services system are:

- to be responsive to the needs of those served;
- to be made available to all sectors of the population;
- to be made available on a comprehensive basis to all political subdivisions of the State;
- to offer services on an efficient and economical basis; and
- to offer high-quality services through achievement of service standards consistent with those of the Florida Library Association and the American Library Association.

The specific objectives of PROJECT 80 are related directly to the stated goals and the needs stemming from the analyses conducted as part of the overall planning effort. It is through implementation of these objectives that the goals will be achieved.

As stated earlier, there are three general categories of need--finance, service gaps, and organization. These three categories form the framework for the objectives of PROJECT 80. In keeping with the desire of the Study Commission to produce not just another plan for the bookshelf, the study team has provided fixed dates for the accomplishment of the objectives.

The objectives are:

- by 1976, (1) to reorganize, through legislative action and other means, into library service districts forming a higher quality, more efficient, and more responsive library service system, and (2) to reconstitute the financial supporting system for library services; and

- by 1980, to achieve approved library service standards commensurate with providing comprehensive, high quality services to all sectors of the public in all political subdivisions of the State.

Achievement of these objectives will be difficult and will require many sacrifices but the end result will bring about the kind and level of library services desired. In general terms, the dates corresponding to the objectives form the basis for the component phases of PROJECT 80.

PROJECT 80

There are many reasons for the development of this plan. First, current library patrons impose significant demands and expectations on their libraries--they use them frequently, and they have a right to expect services to be efficient, comprehensive, and of high quality. Second, the volume of users has increased and continues to rise rapidly. Florida is expected to have a population of over eight million in 1980. At the same time, there are service gaps throughout the State--functionally and geographically. In only a few instances are standards for service met. The rapidly deteriorating financial supporting system and the basically unilateral organization approach to providing library services, coupled with the existing substandard service levels frequently observed and expected growth in the number of people to be served, have all combined to provide the incentive and urgency for preparation of this plan.

The situation described above is not unique to public libraries, for the same could be said about any other governmental service. Several solutions--many of them experimental--are being tried in Florida and elsewhere. Discernible as a trend among solutions which seem most successful is the regional or district approach. Rarely do the needs or problems of today respect the boundary lines of municipalities or counties. This is an understatement with respect to our libraries in Florida. Both the needs of those served and the problems of service continually spill over at the municipal boundary line.

The question of whether or not to have library services is no longer a question to be resolved unilaterally by each municipality. Rather, it is a question of how the services are going to be provided throughout the State on a comprehensive basis. Library services are acknowledged as to

important as factors in human resources development to be relegated to the traditional "popularity contest" to determine their priority vis-a-vis other governmental services.

PROJECT 80 provides a new approach to delivering library services in Florida. It has been designed to alleviate current inadequacies, improve comprehensiveness and quality of service, and provide a superior management system which will continue in operation after completion of the project. These tasks can be accomplished by the year 1980. There are two phases of PROJECT 80. Each is designed to achieve comprehensive progress toward the Commission's earlier-stated objectives. Each phase encompasses four years of activity with Phase I scheduled for completion by 1976 and Phase II by 1980.

PHASE I: 1972-1976

THE DISTRICT APPROACH

During the latter part of the decade of the sixties, governmental agencies at all levels–federal, state, and local–became concerned with the problems of duplication of effort, noncoordination of projects and programs, and general ineffectiveness in the administration of government. The Intergovernmental Cooperation Act of 1968 was prepared and passed by Congress to help rectify the problems of coordination and to provide for a system of project notification and review throughout the local, regional, state, and federal hierarchies.

By this time, many states had already initiated state planning offices and substate regions for the purpose of providing a better focus on not only unique problems of a region or state, but also to assist in the preparation of comprehensive plans for a wide range of governmental programs. In Florida, the Office of State Planning was created in 1967. This office is now the Division of Planning and Budgeting of the State's Department of Administration. The Division has been designated as the State's clearinghouse for purposes of the Intergovernmental Cooperation Act. This designation, called for by Circular A-95 of the Bureau of Budget (now Office of Management and Budget), provides for a project notification and review system (PNRS). Under this PNRS, the Division receives and comments on proposed projects before they are forwarded to the appropriate federal agency. The Division also assists in the preparation of statewide plans for state agencies and provides assistance to communities engaged in comprehensive local planning.

Since 1968, the Division of Planning and Budgeting has been providing technical analyses for consideration on the subject of planning and service regions. Further study has been completed by the Florida Legislative Committee on Governmental Organization and Efficiency. A strong case for providing uniform planning and service regions was presented in November, 1971, by the Division of Planning and Budgeting, and hearings are now scheduled for the 1972 Legislative Session. In their report* the Division of Planning and Budgeting explained:

> The mandate to state government is clear - the responsibility of differentiating between the various levels of planning and programming activities: The local, the

*_Report and Recommendations: Uniform Substate Districting_, Department of Administration, Division of Planning and Budgeting, State of Florida, November, 1971.

> regional, and the state. In an era when Americans are asking that government, at all levels, be more responsive, states must redefine those functions that are local, leaving them to local jurisdictions, and those functions which can be managed more effectively and efficiently on a regional basis. States must then encourage through guidelines and financial support the acceptance and implementation of these regional government levels.

The Library Study Commission agrees in principle with the objectives of the Intergovernmental Cooperation Act of 1968, the Office of Management and Budget Circular A-95 concerning the coordination and project notification and review system, and the Department of Administration, Division of Planning and Budgeting of the State of Florida. Therefore, the Commission recommends adoption of the regions delineated (or any future modification thereof) for planning and service as the basis for the proposed library service districts. Such a governmental planning and service hierarchy corresponds to the desire for the delivery of responsive library services, and for resource centers in each of the State's library service districts which cooperate with and provide mutual assistance to surrounding general service libraries.

The ramifications of the adoption of the library service district concept are many. Questions arise at both the state and local levels. Especially pertinent questions concern the role and function of the State Library under this new system. Equally pertinent questions revolve around ownership and operation of municipal and county libraries and any legislative modifications required for continuing financial support for all library functions. Not to be forgotten are the problems and needs, revealed in the surveys and analyses, which are independent of the library service district system and for which corrective action should be initiated during the time period of Phase I. Further, the recommendations made below must be continually received in the context of goals proposed above for Florida's public library services system.

CONVERSION TO DISTRICTS

Organizationally, the existing public library system has been described as being composed of general library units, a few regional systems, four resource centers, special libraries, and a State Library. A good organizational, functional, and geographical hierarchy is absent, and conversion to a steamlined hierarchy will be difficult. Several activities now performed at the state level should be shifted to the district level, and the new districts must prepare to accept responsibility for these functions. To enhance the prospect of these transfers and other changes, Phase I focuses on organizing in order to accept resonsibility and subsequently effecting transfers and changes to legally constituted authorities. By the end of Phase II (1976-1980), substantial progress will have been made by the district authorities toward becoming fully functioning elements in the service system. If the revised financial support system is successfully achieved during Phase I, then the district authorities will have been in position throughout the second phase to concentrate on filling service gaps and bring the member libraries of each district up to desired service standards.

Resource Centers–Keystones in the District System

At this time there are four regional resource centers designated to receive special funds to develop collections and services for use by general libraries in the surrounding regions. These centers, the four largest public libraries in the State, are located in Jacksonville, Miami, Orlando, and Tampa.

Requests for materials from these centers can be received directly from other public libraries or through the TWX links with the State Library. Utilizing these resource centers, public libraries throughout Florida have interlibrary loan access to large back-up collections. This is particularly important to small libraries which cannot afford to purchase specialized materials for occasional use.

Within the framework of the library service districts, the existing resource centers will continue to function but will have specific responsibilities to their respective areas. Additional resource centers will be designated for the remaining districts (planning and service regions). The new centers should continue to be in the metropolitan hubs of their districts. Each center will function initially within the provisions of existing legislation relating to resource centers–building superior collections and services for cooperative use by all general libraries in the area and having interlibrary linkages with all other regional resource centers, the State Library, and libraries outside Florida. Given these developments, each district will ultimately possess a center which offers a full range of library services and materials. Moreover, access to these services and materials will be much improved by the existence of such centers throughout the State.

Library Service District Planning and Development Boards

Following the delineation of the State's planning and service regions, and after designation of the regional resource centers, members of Library Service District Planning and Development Boards must be appointed. The Board members are to be appointed on a formula basis by the Chairman of the Board of County Commissioners of each member county within a district. The suggested formula for appointing members provides that initially each county may appoint one member. The total population of the district divided by the number of member counties provides a base unit. Each county then provides another Board member for each base unit of population residing within the county. The members should be appointed to staggered terms of office according to a schedule similar to that provided in Appendix D.

During Phase I, a major function of the Library Service District Planning and Development Boards is to provide a district-wide library service plan. (During the same period, state legislation will be modified to provide for conversion of the Boards to operating, legally constituted authorities upon completion of acceptable service plans. This conversion will be scheduled as the next step of Phase I.) The district plan is needed for many reasons. Obviously, the financial burden of undertaking district-wide service should be estimated and analyzed. Further, the methods and programs needed to fill specific service gaps unique to the district should be outlined and programmed in detail. Consideration should also be given to organizational responses which may be required by each authority to effectively administer its district.

There are several specific questions concerning the District Boards which must be answered during Phase I. The concept of districts is that the Board would not be involved in matters such as personnel practices, hiring, etc., with respect to member libraries. Facilities, for instance, should continue to be owned by the municipalities, although the district authority might place materials within these facilities for purposes related to the provision of uniform services throughout the district.

District Service Plans

The preparation of these plans is of critical importance. It has been pointed out that the needs for meeting today's standards are approximately $153 million in excess of current expenditures. In addition, it has been shown that population increases will require additional funding to maintain the system once present standards have been achieved. For example, by 1974, approximately $37 million in additional funds will be needed while by 1980, an additional $51 million will be required, or a total of $88 million to meet the demands of additional population by 1980. The combined needs, totaling over $240 million, are well-documented as to the magnitude and specific categories of need. What is missing, however, is the assignment of the needs within the district framework. Statements about what, how much, where, and when govern the preparation of the district service plans.

The facility and materials inventory conducted during 1971 as part of the preparation of this statewide system plan will suffice for planning purposes at the district level–if the plans are prepared in the near future. This is one reason for urgency in the preparation of the plans–to avoid duplication of an existing extensive inventory. Further, the recently adopted (1971) service standards are still valid and would be usable during Phase I.

The components of the recommended library district service plan include:

A. Formulation of District Objectives

B. District Inventory (partially completed in this plan)

1. Facilities
   - Interior
   - Exterior
   - Structural
   - Layout
   - Mechanical Equipment
   - Parking Facilities
   - Location Attributes/Constraints
   - Area
   - Rolling Stock

2. Library Materials by Facility
   - Volumes
   - Periodicals
   - Tapes
   - Discs
   - Specialized Equipment
   - Qualitative Assessments
   - Other

3. Personnel
   - Classifications and Costs
   - Education and Experience

4. Service Area
   - Boundary Definition
   - Demographic Characteristics
   - Economic Characteristics
   - Transportation System Linkages with Facility

C. Analysis

1. Facility Adequacy
2. Materials Comparison to Objectives and Standards
3. Personnel Analysis
4. Analysis of Service Gaps (geographical as well as functional)
5. Projection of Service Area Needs to 1980/1990/2000

D. Needs Statement by Target Years

1. Facilities
2. Materials
3. Personnel
4. Services

E. Preparation and Selection from Alternative Plans

F. Final Plan Recommendations

1. Facilities
2. Materials
3. Personnel
4. Services
5. Organization and Administration
6. Finance

G. Public Relations Program Concerning Plan Adoption and Implementation

H. Special Studies (variable by district)

1. Legal Issues
2. Financial Issues
3. Target Service Groups
4. Organizational Problems in Conversion to District System

Immediate attention should be given to securing state appropriations for funds for planning purposes by the proposed district Boards. These monies should be made available as requests are received

from incorporated Boards. Such funds should encourage the conversion to a district system and facilitate developing the district plans.

CONVERSION TO DISTRICT AUTHORITIES

Following the preparation of district service plans, a principal task will be the conversion of the Library Service District Planning and Development Boards to District Authorities. Along with the conversion it is desirable to restructure the financial support system so that the new Library Service District Authorities can accept total responsibility for library service. While this plan calls for the transfer of basic financial responsibility to the new District Authorities, it is desirable that the State continue a modified support function. Hopefully the State's role can be of a supplementary nature; the most desirable role would be in funding, via the District Authorities, a minimum foundation program. Although Phase I calls for eventual termination of state aid, it is intended that state financial resources be made available on a minimum foundation basis rather than state aid as derived by formula.

In retrospect, it is obvious that the good intentions of the state aid program have not resulted in the desired response by the local libraries. It could have been expected that this program would result in encouraging the development of library services, especially in the category of regional systems. This has not been the result. In fact, 29 of the 67 counties did not receive state aid in the 1970-1971 fiscal year. Because of this situation, it is felt that through a minimum foundation grant to District Authorities there can be more effective servicing of counties where there is no service to date. One feature of the minimum foundation grant should be to encourage the development of districts. Therefore, some appropriate matching ratio for funding should be enacted between the State and the District Authorities.

APPOINTMENT AND DUTIES OF LIBRARY SERVICE DISTRICT AUTHORITIES: SUGGESTED APPROACH

The Planning and Development Boards were appointed by county-level officials during Phase I. The Authorities, as presented in this section, should be appointed by the Governor of the State, using term of office guidelines similar or identical to those recommended for the earlier Boards. Unless difficulty has been encountered with the method for determining the membership of the Boards, the same method should be utilized in deriving the total number of appointees for the Authorities. The most desirable situation would be a direct conversion of the Library Service District Planning and Development Boards to Library Service District Authorities.

Any change such as the one proposed here, which has far reaching impact, must be thoroughly considered by appropriate groups–legislators, librarians, library trustees, client groups, and others. The role of the Study Commission has been limited to planning and conceptual matter; therefore, it cannot present full administrative details of the proposed District Authorities–such details being more properly the purview of the legislature and authority members. However, for purposes of clarity, the Study Commission has prepared a brief outline of the envisioned sequence of procedure and the roles, duties, and responsibilities of the District Authorities. The target date for accomplishment of these changes is 1976.

Enabling Legislation and Delineation

- Legislature provides enabling legislation which delineates planning and service regions and creates Library Service District Authorities;

- Legislation contains purpose of regions, method of calculating number of members on the Authority, method of appointment, and term of office;

- Roles, duties, and responsibilities of Districts are contained in legislation;

- Financial support is converted by legislation from state aid formula to taxing source of each District, including method and manner of taxing within the District.

- Minimum foundation program as an incentive to District formation and service to unserved areas is outlined in legislation.

Procedures*

- Upon passage of legislation, the following steps should be taken to create a Library Service District Authority:

  - Chairman of County Board of Commissioners of the most populated county of the proposed District initiates question to county electorate; or Mayor to municipal electorate;

  - Simple majority of those casting ballots required to approve creation of District;

  - Chairman or Mayor certifies results of election question with applications to become Library Service District Resource Center;

  - Secretary of State or other state official approves application and certifies election process and results;

- The Authority adopts bylaws and appoints the Library Service District Authority chief librarian; authorizes size and nature of Authority staff; and approves budget and work program of the Authority.

- Existing library boards of counties, regions, and municipalities continue to exist but should plan to provide only policy guidance because of desired changes in financial support set forth below.

Finance

- Enabling legislation would provide authority for issuing taxes at the District level for support of a District-wide library service program.

*A multi-functional planning and service region may be established which may have an advisory council on library services. These procedures are suggested in the event this occurs.

- Existing financial support system at the county and municipal level should be terminated in lieu of the District-wide fiscal base.

- Legislature alters state aid formula to a minimum foundation grant system.

- Secretary of State or designated official apportions minimum foundation grants to the District Authorities where they are to be allocated for extending services to areas or target groups not served by any library system.

- Minimum foundation grant level is desirable at 50 cents per capita on the basis of the number of residents of each District.

- District Authority tax base must be designed to cover expenses for development, operation and maintenance of all public libraries within each District. Financial responsibility should be District-wide although continued policy guidance is desirable by existing local library boards.

Administration

- The Resource Center chief librarian selected by the Library Service District Authority is the chief operating officer for library services throughout the District.

- The chief librarian reports to the Library Service District Authority for policy guidance and directs staff activities of the Resource Center.

- The Resource Center provides technical and general consulting services to established public libraries within the District.

- The Resource Center provides supplementary collections, other library materials, and needed general services to public libraries within the District.

- Financial grants are to be apportioned by the Library Service District Authority to established public libraries and to the Resource Center. The Resource Center will continue its general public services in its service area but will also be responsible for the developing and maintaining service to both unserved areas and special target groups within the District.

- The Resource Center librarian will be responsible for the maintenance and updating of the District Library Service Plan as a component of the statewide plan required by the Library Services and Construction Act.

- The Resource Center librarian, by virtue of his position, will automatically serve as a member of the State of Florida Advisory Council on Libraries.

THE STATE LIBRARY

The Commission analyzed the present role and functions of the State Libary as part of its investigations during the last year. Further analysis was required after deciding on the district approach to library services since it is acknowledged that the State Library is a critical element in

the overall functioning of the entire system. The in-depth analysis was conducted not to solve service gaps or illuminate problems but to provide compatibility between the state-level functions and the district system. It was decided that the modifications at the state level which could be considered for implementation during Phase I were in three categories:

- service functions,
- organization, and
- finance.

This section of Phase I presents those actions needed at the State level to increase the effectiveness of the State Library while paving the way for successful conversion to the district concept by the local libraries.

Service Functions

Existing functions at the State Library include:

1. allocating and administering state and federal funds for developing and improving library resources at the local level;
2. providing consultants to assist local libraries;
3. developing and maintaining special supplementary collections for use by libraries throughout the State;
4. providing access to the collections of the State Library through an interlibrary loan system;
5. providing public access to the bibliographic resources of the State through a rapid communications network;
6. preparing, publishing, and distributing bibliographic and other special materials for public library users;
7. operating a centralized processing service for the libraries in the State;
8. providing library and informational services directly to individuals who do not have access to local community libraries or are unable to use services of local libraries;
9. State participation outside the State of Florida in cooperative efforts to improve library services;
10. providing special collections for agencies of state government.

11. providing reference, lending and research services needed for operations of state government; and

12. providing technical, consultative, and financial assistance needed for establishing and maintaining internal library resources in state agencies and state institutions.

After consideration of the activities now conducted at the State Library, the Commission recommends that the following actions be taken.

Activites to be Terminated

1. The practice of developing and maintaining supplementary collections for general public libraries should be abandoned.

2. Phase out all general public library services and transfer appropriate collections to the Leon County-Jefferson County Public Library.

3. Convert the nature of the consulting service from general consultation within functional areas to highly specialized services available to and through the resource centers.

4. Prepare plans for transferring book processing functions to regional resource centers as they develop, or increase capabilities for providing this service with each District.

Functions to be Initiated, Continued, or Increased

1. Initiate surveys and analyses leading to an increased and more comprehensive level of library service for state agencies, commissions, boards, and the legislature.

2. Continue interlibrary loan functions.

3. Continue bibliographic resource activities including preparation, publication, and distribution of bibliographic materials.

4. Continue official role as liaison, planning, and funding agent between local libraries and state and federal agencies.

5. Initiate legal research activities needed for new state legislation enabling District Authorities to be created. Continue the function for additional legislative research as may be needed from time to time by libraries throughout the State.

Organization

The organizational needs for Phase I are in two categories: revisions in the organization of the Advisory Council on Libraries and within the State Library. The Advisory Council on Libraries should be divided into three subcommittees, of four members each, with the chairman serving on each subcommittee.

Subcommittee on State Library Operations

This subcommittee would work with the State Librarian, helping him to organize the State Library for maximum service and efficiency. Its role would be mainly advisory, but it could serve as an excellent sounding board for ideas, and it could suggest policies and procedures for optimum operation. It could also help the State Librarian in the development of an annual budget, and work for its passage and implementation.

Subcommittee on the State Plan

This subcommittee would work with the State Library staff to keep the state plan up to date, and be certain it always meets current federal requirements. The subcommittee would maintain contact with librarians throughout the State who are affected by the state plan, and consider their thoughts and ideas in its formulation and revision.

Subcommittee on Evaluation

This subcommittee would have as its major objective the evaluation of public library service as provided by those libraries participating in LSCA programs. Its mission would be primarily to ensure that participating libraries meet the requirements of the State Library and the Office of Education, and that the stated purposes of LSCA programs are, in fact, being carried out.

Within the State Library there are three Bureaus: Library Development; Library Services; and Book Processing. As indicated in the recommendations under the heading of Service Functions, plans should be prepared for transferring the Book Processing Bureau's services to the resource centers as merited by their development of book processing capabilities. If a complete transfer occurs, the Bureau should be eliminated. At that time a merger of the two remaining Bureaus should be considered along with other concepts of internal subdivision for purposes of management.

Finance

Funding is a critical problem for the State library. Continuation of the low level of financial support will work against the development of adequate services to the public. Two actions are needed: first, the operation of the State Library must immediately be funded entirely by the Legislature; second, full funding of the aid program, as set forth in Chapter 257, should be sought for the period 1972-1976. It is strongly urged that some percentage be allocated for the preparation of the district service plans as mentioned above.

In line with other recommendations in this plan, it is proposed that full funding of the existing state aid program be temporary. If funding at 100 percent of formula can be accomplished, it would be needed only until 1976. At this time, state aid to local libraries will be replaced by a state minimum foundation support program. As described later, the purposes of the present state aid program could be served by terminating state aid in favor of a taxing authority at the district level. This would be entirely in keeping with the benefit/cost principle of letting those who directly benefit from the service provide the financial support.

RESPONSES TO CONVERSION TO DISTRICT SYSTEM

During Phase I several conversions which concern the State Library will take effect. As roles and responsibilities of the Districts emerge, the State Library must adapt to the new system. Legislation concerning the State Library should be modified at the same time that District-level enabling legislation is passed.

On major theme during this period reflects the redirection of State Library programs toward providing comprehensive service to sister agencies within state government. The results of the survey of agency needs will be used to structure the kind and type of service.

Another role which should receive attention concerns monitoring the programs and projects being conducted by local and District libraries. The monitoring function should be developed and implemented during this target period. The objective of the monitoring is to evaluate services as to required levels and standards adopted by the State Library, or the U.S. Office of Education if LSCA funds are used.

The most sensitive action to be undertaken during this phase will be the preparation of legislation and administrative procedures for the recommended minimum foundation program. Concurrent with this would be the termination of the state aid program in its present form. The resources of the State Library should be combined with those of the legislature and Florida Library Association in the preparation of this legislation. In particular, questions remain to be debated concerning: the level of support for minimum foundation and the base for calculation (e.g., $.50 per capita), and the position of sections of the State where District Authorities may not have been established by the time of enactment of the minumum foundation legislation. These and other questions must receive appropriate attention by all those with resources needed to fund meaningful answers.

As has been noted there should be technical consultation provided by the State Library to the Districts. At least during Phase I this technical consultation should not be limited to library science. The needs of the Library Service District Authorities during this period of change will be certain to extend to the legal and administrative fields. It would be highly desirable to have legal and administrative assistance as part of any other technical consultation for a minimum period which corresponds to Phase I. Continuation of this special service into Phase II could be effected if the State Advisory Council feels the need still exists.

Prior to the end of Phase I the State Library should undertake an inventory with respect to all technical equipment related to and utilized by the public library system. An assessment of the level of use of the existing equipment will be helpful in planning for the period subsequent to PROJECT 80. The inventory would extend to equipment and devices now owned by members of the library system. For instance, the teletype facilities available and the nature as well as level of their utilization will be extremely important in planning for the long range.

PROJECT 80-PHASE I SUMMARY: 1972-1976

Action Sequence

District Related

1. Designate additional Resource Centers.
2. Incorporate Library Service District Planning and Development Boards.
3. Appoint members to District Boards.
4. Prepare District Service Plans.
5. Pass interstate library compact (included in Appendix C).
6. Obtain enabling legislation for Library Service District Authorities.
7. Appointment of Authority members.
8. Set tax formula and base for Authorities.
9. Appointment by Authorities of Library State District Chief Librarian.
10. Appointment of Chief Librarian of each Authority to State Advisory Council.
11. Technical consultation service to local libraries instituted by each Authority.
12. Authority adopts Library Service District Plan and begins implementation.
13. District Chief Librarians determine desirability for undertaking book processing function at the District level.

State Library Related

1. Terminate general public collection and services.
2. Initiate survey and analyses leading to expanded and more comprehensvie service to state government.
3. Evaluate book processing arrangements and adjust level of activity as merited by Districts' assumption of this activity.
4. Request 100 percent state funding for State Library activities and the state aid program.
5. Make funds available for planning at the District level.
6. Terminate supplementary collection activities.

7. Convert general consultation function to technical assistance to Districts.

8. Add needed legal and administrative services.

9. Undertake legal research as basis for preparation of legislation for Authorities.

10. Prepare and initiate program and project evaluation activity.

11. Convert state aid program to a state-funded minimum foundation program.

12. Initiate inventory of all technical equipment utilized by the entire Florida public library system as a base for long-range technical planning.

PHASE II: 1976-1980

Phase II of PROJECT 80 involves the final effort to achieve minimum standards for Florida's public libraries. Phase I, given full implementation, will have provided the necessary fiscal and organizational underpinnings. With the existence of this organizational and fiscal base, the task in Phase II becomes one of upgrading materials, personnel, facilities, etc., to acceptable standards of service within the framework of fully functioning Library Service Districts. Achieving this will require concentrated directed effort at all levels; the local public libraries, the Library Service Districts, and the State Library.

During Phase II the first opportunity will exist to apply the new functional relationships at all levels of the public library hierarchy. The principal components in the organization of the public library system at this time will consist of the Library Service Districts and the State Library. It is appropriate that the final effort to raise the public library system to minimum standards be made within the context of the District system. A description of the functions at each level during Phase II is presented below.

LIBRARY SERVICE DISTRICTS

Phase II will be the initial period of operation for Florida's public libraries under the funding and organizational structure of PROJECT 80. As noted above, success in Phase I will provide for a reorganized library system consisting of Library Service Districts with a new financial supporting system which will permit the first steps as functioning Library Service Districts. Given these previous successes, the years 1976-1980 will be devoted to achieving minimum standards for library services, materials, personnel, facilities, etc., throughout the State. This effort will be made within the framework provided by the service plans of each District. These plans, each designed to the specific needs of an individual District, will ensure efficient direction of efforts during the upgrading process. The effects of Phase II on the Library Service Districts are discussed below in an effort to provide an overview. A similar exposition concerning the State Library follows and completes the picture of Florida's public library system in Phase II.

Activities

The principal activities in Phase II for the Library Service District Authorities will be directed toward upgrading each District's libraries to minimum standards. The data needed to pursue this upgrading will have been provided by the inventory prepared as part of PROJECT 80 and each District's inventory completed during Phase I. The needs indentified for each District will vary and the existence of disparities among the various Districts provides the rationale for continued state funding as discussed above. The service plans will also provide an assessment of the need for special programs which will vary with each District's unique characteristics. Thus, some Districts may choose to emphasize special service programs for the aged, while others seek to extend services to the disadvantaged or to offer appropriate materials for a large ethnic population.

Overshadowing all these activities will be the general effort to provide effective library service through application of the District concept. To achieve this goal, all Districts will need a strong resource center, an effective system for drawing on its holdings, and complete communication within the District. It has been noted previously that some of the proposed Districts have no designated resource center. Activities in these Districts can logically be expected to concentrate on developing such centers.

Simultaneously, the Districts can be implementing plans for a degree of specialization in the collection of each resource center. For example, the State Library might be considered a resource center at-large which would specialize in governmental materials and services. Another resource center might be designated as the keeper of a Florida collection, thereby consolidating fragmented holdings into a valuable assembling of literature, biographies, histories, etc., relating to the State. Such arrangements can be made through the inter-District compacts discussed above with the State Library serving as coordinator.

The Districts will also have the responsibility for a more effective communications network. Such a network will be essential to the effective functioning of the library system. Within each District communications could be provided adequately by mail or telephone arrangements, the latter possibly consisting of a network of so-called full period lines which provide flat rate service between specified telephone numbers in different cities. Inter-District communication can be provided by a TWX-type system to handle urgent matters or by mail where time is less a factor. Data for a full determination of these needs will have been provided by the technological inventory in Phase I.

Certain Districts, particularly in northern Florida, may desire to participate in interstate arrangements under provisions of the interstate compact proposed in this plan. Thus, contracts for services could transcend the State's boundaries and unnecessary duplication of services, facilities, etc., could be avoided.

A primary function of the District will be the provision of library services to persons who have not previously been served. The availability of service to all residents of the District is an essential element in the PROJECT 80 concept of a regional approach. Thus, certain Districts may provide rural areas with bookmobiles, deposit stations, or mail-delivered services to achieve a modicum of equity for all potential library users. Depending on geographic proximity, existing resources, and other factors, these efforts may be made through local libraries or directly by the District's resource center.

At the local level concerted efforts will be made to upgrade substandard libraries. The District's financial resources and the State's minimum foundation program will expedite these efforts as will the overall planning and coordination framework provided by the District. General library consultation from the resource center and technical assistance from the State Library will also be valuable aids. The local level will also be the focus of the maximum effort in special programs. Specifically, most efforts to serve the aged, disadvantaged, migrants, and other special groups will be made through local library channels. These functions will be in addition to continued efforts to provide quality general library services.

Organization

Phase II will be the first real operating test for the newly constituted public library system. During this period the planning efforts and program proposals set forth in the library service plans will find their first application in day-to-day library operations. Consequently, efforts must be made by local and District personnel as well as the Library Service District Authorities to evaluate the effectiveness of the programs as they progress and to make needed adjustments.

PROJECT 80 will have less effect on the internal organization of local public libraries than it will on the District and inter-District levels; however, with each District, effective liaison and coordination must occur. The Districts will be organized so as to respond to all citizens' needs for library services and to make the resources of the State's entire public library system available. Moreover, the existence of the Library Service District Authorities, by the nature of their composition, will ensure consideration of local interests in the District's decisions.

The resource center will continue to function as a large public library for its locality, but it will be prepared to respond to the needs of all the District's constituents. Thus its resources will be available on interlibrary loan or for on-site borrowing by District residents. Certain other services will be performed exclusively by the resource center and its staff. Among these are general library consulting service, overall District administrative functions, and, as desired, centralized acquisitions and book processing. These, in conjunction with expanded collections and services, can be anticipated to increase staff requirements at the resource centers.

Resources

The principal effort during Phase II will be to upgrade Florida's public library resources to acceptable standards. This report has provided quantitative standards (see Appendix A) in several areas and has also presented an analysis of the current public library resources in the State. The tremendous needs for upgrading library materials, facilities, and personnel, are apparent. Phase II is the time to achieve the objectives set forth by the standards.

The library service plans and District inventories will be effective tools in managing resource development. By recognizing the needs identified in the inventories and by adhering to the guidelines and objectives set forth in the plans, the District's libraries will be able to maximize benefits and minimize costs. An especially significant resource concern in Phase II and beyond will be library facilities. Attention must be given to alternative means for housing and distributing materials. Certain areas may be best served by bookmobiles or deposit stations while other locations may require branch or central library facilities.

Similar attention should be given to avoiding duplication of little used, specialty materials. By using interlibrary loan on a quick access District level, member libraries will have less need to build costly individual collections.

Funding

The funding needed for PROJECT 80 will come from three levels: district, state, and federal. The principal source will be the Library Service District Authorities which will have taxing power subject to the approval of the legislature. State monies will also be applicable to local and District programs through the proposed minimum foundation approach. These funds will help to equalize inter-District disparities. Given full funding of the State Library by the legislature, additional federal monies will also be available for use at the local and District levels.

THE STATE LIBRARY

The State Library in Phase II will present a streamlined organizational structure directing its efforts toward limited, but well-defined objectives and goals. The reorganization proposed in this plan will have been completed in Phase I thus affording an opportunity to conduct agency activities with new efficiency, skill, and vigor. New roles for agency personnel, established in response to their new functions and responsibilities, also will have been defined and implemented. Given new functions for the State Library, modification of certain existing functions, and termination of the activities no longer appropriate to statewide application, the agency will present a much different image.

Activities

Phase I, as set forth above, delineated proposed functions for the State Library and also set forth those activities which the agency should terminate. An elaboration of the activities to be retained or newly adopted as well as the rationale for pursuing each can offer additional insight into the State Library in Phase II of PROJECT 80.

During Phase II one of the principal functions of the State Library to be upgraded will be service to agencies of state government. The State Library should provide high quality research, reference, and bibliographic services to employees and agencies of state government. Similar services should be provided to both houses of the legislature. Service to state government will by this time be the only direct library service offered by the State Library. Library services to the general public in Leon County will be the complete responsibility of the local public library. Thus the State Library's staff, materials, and facilities needs for direct services during and beyond Phase II will be quite different from the present situation.

During Phase I, as noted above, a major function of the State Library will be the initiation of survey and analyses concerning service to state agencies and the legislature. Such services will be continued or initiated as merited by survey results. During Phase II adjustments and modifications warranted by experience will be required in terms of new services and materials requested. Continuing liaison also will be required between the State Library and state government to maintain responsiveness to shifting needs. This liaison function will be a vital source of information and must receive appropriate emphasis.

A concomitant of providing service to state government is the maintenance of special collections for use of sister agencies. These collections must, by the nature of their users, be more specialized than the collections presently offered by the State Library. Thus Phase II should find the State Library involved in selection of new materials for inclusion in their special collections. This will reflect the needs and requirements indentified by the liaison personnel discussed above.

This role for the State Library vis-a-vis state government does not encompass functions completely novel to the State Library; rather, this is a change in emphasis for the direct service component of the agency. Similarly, functions of the State Library in relation to the Library Service Districts will be reviewed and certain activities will receive new emphasis with others being de-emphasized or terminated. Although there will be increased emphasis on direct service to state government, the principal role for the State Library, and its most important function will lie in its relationship to the Library Districts.

The newly structured State Library will provide a number of services to Florida's public libraries during and following Phase II. The streamlining achieved in the agency during the earlier phases, along with fiscal soundness, will afford an opportunity to provide higher quality services more efficiently.

One of the most important roles for the State Library is to provide leadership for all of Florida's public libraries. In the past this function appears to have been neglected because the agency was forced to struggle for its own solvency, if not survival, and frequently was forced to look to local libraries for support. Given the achievements in Phase I, the State Library will be able to assume its role of leadership in representing public libraries to state government and the legislature. As part of this effort to represent Florida's public libraries, consideration should also be given to the agency's preparation and distribution, perhaps quarterly, of a high quality publication detailing library activities and events at the state, district, and local levels, as well as providing basic data and articles relating to public libraries.

The State Library will also retain several functions which it has traditionally performed. Included among these are giving public libraries access to its collections through interlibrary loan. In addition, the agency will continue its bibliographic service which will include preparing, publishing, and distributing bibliographic materials.

The State Library will continue to develop its role of planning and coordinating public library development throughout the State. Applications of new technology and the coordination of these applications at the local and District levels are examples of this planning and coordination role. The coordinated application of new technology will follow naturally from the inventory of existing hardware and its uses which will be initiated and hopefully completed during Phase I. This inventory will provide a basis for planning communications networks and computer time-sharing and multiprocessing thereby avoiding costly duplications or purchases of equipment incompatible with the total system.

The State Library will retain its role as the clearinghouse for federal funds received by the State for library planning and development. This responsibility will continue to provide the State with a means through which it can influence public library development as necessary and desirable. This will quite naturally be one of the more important functions of the State Library.

In summary, Phase II will witness a trimmed-down State Library able to devote its time and other resources to providing fewer services but with the capability of ensuring high quality in those services. Goals and objectives for each of these functions will be more sharply defined and the agency, by having a clearer conception of its role, will be able to provide more effective leadership for public libraries throughout the State.

Organization

As noted above, the State Library during Phase II will operate with a more streamlined organizational structure. This organization will be directed to the achievement of more clearly defined goals and objectives. Phase I of this plan provided a brief overview of the organization of the Advisory Council on Libraries and within the State Library. It would perhaps be useful to examine in greater detail both levels of the organization as they are to function in Phase II.

Subcommittees of the Advisory Council

The subcommittees of the Advisory Council will possess advisory powers in the areas of State Library operations, the state plan, and evaluation. It is anticipated that the subcommittees will pursue active roles and offer specific recommendations throughout Phase II and beyond.

Specifically, the Subcommittee on State Library Operations will serve as a sounding board for suggestions concerning the State Library's activities. The operations of the State Library at this time will be in a period of change and the judgements and recommendations of this body would contribute to the smooth transition into new activities. This subcommittee, possessing a position exogenous to the State Library, would also be a logical recipient of suggestions from the local and District levels concerning modifications perceived as desirable. The State Library staff, it can be anticipated, would be more responsive to such suggestions if made through the subcommittee.

The Subcommittee on the State Plan would, as noted in Phase I, work closely with the staff of the State Library in updating the state plan and ensuring its appropriateness to the needs of Floridians. Through their contacts with librarians throughout the State, members of the subcommittee can relate the inputs of these persons to the overall plan.

It is anticipated that the Subcommittee on Evaluation will play an increasingly important role during Phase II. At this time "evaluation" is a watchword in many federal programs, and the Office of Education is currently sponsoring a series of conferences on evaluation for state library directors and planners. Many librarians at the local and state levels anticipate the imposition of evaluation requirements for the programs using LSCA funds. Given these anticipated requirements for an evaluation process, this subcommittee can offer valuable assistance to the staff of the State Library in terms of ensuring that current programs meet federal requirements, and more important, are of benefit to Florida's library users. The subcommittee through its inputs also can represent the viewpoints of local and District level personnel as well as library users. If this can be achieved, an essential element will be added to an evaluation which might otherwise be perceived as imposed from above.

Internal Organization

The organization of the State Library must change to meet its changing responsibilities and activities. Suggestions were offered in Phase I concerning the needed reorganization but should perhaps be more fully developed. In the context of Phase II, the new organization will be asked to respond to a changed role for the State Library vis-a-vis state government as well as public libraries. Moreover, the agency will also be participating in the massive upgrading of the State's library system planned for Phase II. The organizational structure of the State Library will have powerful influence on its ability to carry out this new role and meet these new demands. Similarly, the staff of the State Library must be able to meet new demands for their services and expertise.

As noted in Phase I, the State Library currently consists of three Bureaus: Library Development; Library Services; and Book Processing. It has been suggested that consideration be given to discontinuing the book processing service at the State level and vesting this responsibility in the Districts. Given the organization of the Districts in previous periods, this Bureau can operate at lower levels or phase out as the Districts assume responsibility for processing service.

The use of centralized book processing will be more efficiently handled on a regional basis and will continue to offer the desired economies of scale. In addition, a regional approach to purchasing and processing will enable each Library Service District to coordinate the selection of books and avoid unnecessary duplication. To facilitate this process, each Resource Center should maintain a union catalog encompassing as a minimum, the holdings of all the libraries in their respective Districts. The State Library could facilitate inter-District cooperation in book selection and specialization of collections by maintaining a union catalog for all libraries in the State. This is an essential component of an efficient interlibrary loan system as well.

During Phase II the State Library, through its legal and technical assistance programs, can encourage and expedite the formation of inter-District compacts. Given the passage by the State Legislature of an interstate compact such as appears in Appendix C, the State Library can also encourage and expedite interstate agreements which can fully maximize existing and future library resources.

The principal activities for the State Library in Phase II, as noted previously, will lie in the areas of direct library service to state government and providing assistance to the Districts. With this emphasis on service, and with the Districts assuming more responsibility for planning and development, the Bureau of Library Development will no longer be needed and could be discontinued before or during Phase II. This would leave the State Library as a service-oriented agency offering a broad range of services to both state government and the Districts. These two areas of responsibility should form the basis for the organization of the State Library during Phase II.

Among the organizational alternatives available, two seem most appropriate. The first, mentioned in Phase I, would have the State Library operate with essentially one Bureau, probably library services. In addition, the Office of the State Librarian would continue to exist. His immediate staff would have responsibilities for preparing the state plan (in cooperation with the Advisory Council's Subcommittee on the State Plan) and for general operations and administration of the State Library.

The Bureau of Library Services would have responsibility for all services provided to state government and to Library Service Districts. The programs could be divided into these two areas

with state government services being performed by a staff of professional librarians experienced in research and reference service for governmental agencies. These staff members should also have responsibility for the collections of the State Library including acquisitions and circulation, both to State government and to public libraries through interlibrary loan. The bureau would also operate and administer the program of services and technical assistance to public libraries. The principal staff requirements in this area will be for consultants with technical expertise in specific areas of library services, operations, and administration. There should be no need for general library consultants at the State Library in Phase II or afterward.

The second alternative for the State Library would be similar to the arrangement discussed above. The Office of the State Librarian would remain with essentially the same responsibilities. Services to state government, management of the State Library's collections, etc., would be the responsibility of a new Bureau of State Government Services. The technical assistance programs and other services provided to the Library Service Districts would be administered by a Bureau of District Services. The similarities of these alternatives are obvious. The merits of each should be assessed by the State Library and the Advisory Council and weighed against other choices. Given the responsibilities of the State Library during Phase II and beyond, careful attention must be given to its organizational structure.

State Library Resources

The library resource needs (e.g. materials, facilities, and personnel) for Phase II will be quite different from present requirements. Intended as the period of final upgrading to standards, Phase II affords an opportunity to make the necessary adjustments discussed below.

- The State Library will require a reorientation of its collection away from general library materials to the more specialized needs of state government. This will be achieved by distribution of general materials and acquisitions of the needed new materials. The total collection of the State Library may decrease in size as the general circulation materials are phased out.

- Careful consideration will be given to the personnel requirements for the State Library. Although fewer services will be offered by the agency, achieving higher quality will require significant amounts of staff time. Moreover, some of the services offered (e.g., reference and research for state government) will be quite time consuming. Thus, the number of personnel needed may not decrease, nor should it be anticipated that the personnel budget will decline. Increases in staff salaries, to attract the desired specialists, may necessitate budget increases in this area.

- Personnel at the State Library will face new demands; hence, their training and experience must enable them to respond successively. As noted above, the library consultants will be specialists not generalists. Reference and research staff in particular must be trained to answer governmental requests for information.

Funding

The fiscal strength of the State Library will be a key to the success of PROJECT 80. At the present time, the State Library is operating on an extremely low budget and is only partially supported by state appropriations. Given success in earlier phases, the State Library can expect to operate during Phase II with a budget entirely funded by state appropriations.

With these new state monies to sustain it, the agency will be able to channel federal monies to the local levels, through the Library Service Districts, to promote library development. With full funding the State Library can provide needed leadership in promoting Florida's public libraries. Its days as a questionable asset will have passed.

APPENDICES

Appendix A Public Library Standards (65)

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Appendix C Interstate Library Compact (85)

Appendix D Schedule for Appointment of District Board Members (93)

Appendix A

Public Library Standards

PUBLIC LIBRARY STANDARDS ADOPTED BY THE STEERING COMMITTEE OF THE FLORIDA LIBRARY STUDY COMMISSION, TAMPA, FLORIDA, June 16, 1971.

1. Volumes held
   Minimum for library status - 50,000
   Per capita holdings

Population served	Volumes/capita
less than 25 thousand	4/capita or 50,000 volumes whichever is greater
25- 50 thousand	3.5/capita
50-100 thousand	3/capita
100-500 thousand	2.5/capita
Over -500 thousand	2/capita

2. Volumes added
   minimum of 5% per annum of basic collection once standard attained for volumes held

3. Volumes discarded
   5% per annum

4. Periodicals received

Population served	Number/capita
less than 250 thousand	1/250 per capita
over 250 thousand	added 1/500 per capita for all over 250 thousand population served

5. Total sound recordings
   1/50 per capita

6. Sound recordings additions and replacements
   10-15% per annum

7. Films held
   minimum collection of 500 or 1/100 per capita served whichever is greater

8. Film additions and replacements
   10-15% per annum

9. Fulltime personnel (excluding custodial and maintenance)
   1/2000 per capita served

10. Personnel distribution (excluding custodial and maintenance)
    professional 35%
    clerical 65%

11. Volumes distribution (%)
    children 33%
    adults 67%

12. Floor space
    .6 sq. ft./capita served

13. Reader space (seated readers)
    30 sq. ft. per reader

14. Number of seats
    3/1000 per capita served

15. Shelving space
    1 linear ft. of shelving per 8 volumes held

16. The presence of the following was deemed desirable as a qualitative indicator for public libraries.

    - Holdings of pamphlets, prints, framed pictures, maps, and government documents.
    - Personnel to conduct community relations and publicity programs.
    - A fulltime reference librarian for any library serving over 25,000 persons.
    - A fulltime children's librarian for any library serving over 25,000 persons.
    - Staff in-service training.
    - A library board.

Appendix B

Questionnaires

FLORIDA LIBRARY STUDY COMMISSION

CECIL BEACH
CHAIRMAN
900 Ashley Street
Tampa, Florida 33602

RICHARD (DICK) STONE
SECRETARY OF STATE
The Capitol Building
Tallahassee, Florida 32301

ROY P. ALEXANDER
CECIL C. BAILEY
HON. WILLIAM O. BIRCHFIELD
MRS. MYRON BLEE
GEORGE BOONE, JR.
HARRY BRINTON
MRS. JAMES D. BRUTON
REV. EVERETT P. BUNCK
WILEY C. DOUGLASS
HAROLD W. GOFORTH
HAROLD GOLDSTEIN
DICK A. GRECO, JR.
SEN. FREDERICK B. KARL
MRS. RICHARD MALCHAN
ARCHIE L. McNEAL
LEO H. MEIROSE
JOHN R. MIDDLEMAS
ALLEN MORRIS
MISS VERNA NISTENDIRK
WILLIAM G. O'NEILL
ROBERT J. PEARSON
RALPH RENICK
LAMAR SARRA
EDWARD SINTZ
MODE L. STONE
MRS. EUGENIE SUTER
JAMES TALLEY
LYNN WALKER

June, 1971

Dear Librarian:

As you may know, the Florida Library Study Commission, under the auspices of the Office of the Secretary of State, is currently directing a study of the public library system in our state. This study will provide valuable information concerning the current status of our public library system as well as planning guidelines for future growth and development. An important aspect of this study is the collection of data for an evaluation of the state's system as it currently exists. The attached questionnaire has been designed for gathering this information and is currently being distributed to public libraries throughout the state. We are asking your assistance in this important effort.

If you serve as the headquarters library for a regional or county system, you are being sent copies of the questionnaire for each of your members as well as your own library. Kindly contact each of your members and have them return the completed questionnaires to you for return to us. Questionnaires are not being sent to branch libraries. Data for branch libraries should be consolidated and included as part of the data for the parent library.

As you will notice when examining the questionnaire, the individual questions were designed to be self-explanatory. Please answer all questions as completely as possible. If information is not available, please provide your best estimates. May I suggest that you read through all the questions and the accompanying instructions before you begin to give any answers. In order that the study may move forward without delay, questionnaires should be completed and returned in the envelope provided within fifteen (15) days of receipt.

The results of this study can be of great importance to our public library system in the future and your responses in these questionnaires are a vital element in the successful completion of this study. We appreciate your past consideration in such matters and ask your continued cooperation in our present endeavor.

Sincerely,

Cecil Beach

Cecil Beach

CB:sa
enc.

74/75

PUBLIC LIBRARY QUESTIONNAIRE

1. Name of Library _____ Address _____

2. Name of Librarian _____

For each item listed below, indicate the appropriate quantity at the end of last fiscal year.

3. Books — Quantity

Volumes held	____
Volumes added	____
Volumes discarded	____
Titles held	____
Titles added	____

4. Periodicals and Newspapers

Periodical subscriptions received (including duplicates)	____
Periodical titles received (excluding duplicates)	____
Newspapers received by subscription	____
Periodical indexes received by subscription	____
Bibliographic volumes held	____

bound ___ microform ___ unbound ___

5. Audio and Visual Resources

Total sound recordings held (discs, cassettes, tapes, records)	____
Motion picture films owned:	
16 mm	____
8 mm:	
With sound	____
Without sound	____

6. Are you a member of a motion picture film circuit? Yes ___; No ___.

7. What percentage of your library's volumes are catalogued for each of the following? ____ Children; ____ Adults.

Public Library Questionnaire

8. What services specifically intended for young adults does your library provide? _____

_____

_____

9. Indicate with a check mark each of the following periodical indexes you receive.

_____ Applied Science and Technology Index
_____ Art Index
_____ Biography Index
_____ Biological and Agricultural Index
_____ Business Periodicals Index
_____ Education Index
_____ Engineering Index
_____ Guide to Religious and Semireligious Periodicals
_____ Library Literature
_____ Music Article Guide
_____ Music Index
_____ Predicasts
_____ Psychological Abstracts
_____ Public Affairs Information Service Bulletin
_____ Readers' Guide to Periodical Literature (Unabridged)
_____ Social Sciences and Humanities Index

10. Number of periodicals you receive which are listed in one or more of these indexes. _____.

11. Enter the appropriate totals for each of the facilities below. (When exact figures are not available, please estimate.)

		Quantity
Square feet of floor space in:	Headquarters	_____
	All branches	_____
Square feet of seated reader space in:	Headquarters	_____
	All branches	_____
Number of seats in:	Headquarters	_____
	All branches	_____
Shelf capacity (linear feet):	Headquarters	_____
	All branches	_____

12. Enter the appropriate information for each of your bookmobiles in spaces below.

Make	Year Model	Capacity (linear feet of book shelves)

13. Describe your policy concerning bookmobiles in terms of the number of years they are normally used before replacement.

_____

_____

14. Excluding custodial and maintenance personnel, how many persons are employed fulltime* by your library? _____. Of this total, how many are clerical (as contrasted to professional)? _____.

15. Please enter the appropriate number of fulltime* employees in your library for each classification given below.

Classification	Total Number
Holders of fifth-year graduate degree from an ALA-accredited library school	
Holders of other graduate degree	
Holders of undergraduate degree in library science	
Holders of other undergraduate degree	

16. Please enter the appropriate response concerning parttime employees for each item below.

	Total Number	Average Individual Workweek	Average Individual Weekly Salary
Professional			
Paraprofessional			
Clerical			
Pages			

*Fulltime refers to a paid employee who works 40 hours per week.

17. For your total fulltime employees, indicate the number falling into each of the age ranges given below.

____ Under 25
____ 25-35
____ 35-45
____ 45-60
____ Over 60

18. Does your library conduct a community relations and publicity program? Yes ___; No ___. If so, what does this program encompass? _____
_____

19. Do you have a staff position devoted entirely to community relations and publicity activities? Yes ___; No ___.

20. If no, what percentage of a fulltime employee's time is devoted to this function? ____%

21. Do you employ a fulltime reference librarian? Yes ___
No ___.

22. Do you have a fulltime children's librarian? Yes ___ ; No ___.

23. What programs for staff in-service training do you conduct?
_____
_____
_____
_____

24. Check the appropriate description of public parking facilities for library patrons. (If library-provided or off-street, indicate number of spaces available.)

____ Library-provided (__); ____ On-Street; ____ Off-Street (__)

25. If parking facilities are inadequate, estimate additional spaces needed. ____. Do plans exist for providing these spaces? Yes ___; No ___.

26. Is the location of your library or any of your library branches an impediment to providing library services?
Yes ___; No ___. If yes, explain.
_____
_____
_____

27. How many members are on your library board? _____.

28. Does your library board have an orientation program for new members? Yes ___; No ___.

29. How often does the library board meet? _____

30. Which of the following functions are served by your library board?

_____ Participation in operational administration
_____ Selection of chief librarian
_____ Establishment of bylaws
_____ Planning activities
_____ Fiscal affairs (fund-raising, budgeting, capital expenditures)
_____ Other (specify) _____
_____
_____
_____

31. Has your library board adopted a formal written statement of policy? Yes ___; No ___. If yes, summarize the major points of that policy statement. _____
_____
_____
_____

32. Which of the following best describes the level of activity of your library board?

_____ Very active
_____ Active
_____ Inactive

33. Do you have a written statement defining your library's role in the community you serve? Yes ___; No ___. If yes, please summarize below. _____
_____
_____
_____
_____

34. Please check each of the following services provided by your library.

_____ Reference service
_____ Research
_____ Reader's advisory service
_____ Bibliographical search
_____ Booklist preparation
_____ Group programs (e.g., film sessions, music ensembles, illiteracy programs)

_____
_____
_____

_____ Other services (specify) _____

_____
_____
_____

35. Indicate your existing programs and services which need expanding and estimate the annual cost of the required expansion.

Program	Estimated Annual Cost

36. Indicate new programs and services you are desirous of instituting and give the estimated annual cost of each.

Program	Estimated Annual Cost

37. Indicate below the appropriate description and evaluation of your use of the services provided by the State Library.

Service	Level of Use			Evaluation		
	Very Much	Often	Occasionally	Good	Average	Inadequate
Interlibrary loan	____	____	____	____	____	____
Subject requests	____	____	____	____	____	____
Group loans	____	____	____	____	____	____
Reference service	____	____	____	____	____	____
Annual directory	____	____	____	____	____	____
Statistical information	____	____	____	____	____	____
Consultation and technical advice	____	____	____	____	____	____
State Library workshops	____	____	____	____	____	____
Grant program	____	____	____	____	____	____
Recruitment program	____	____	____	____	____	____
Placement service	____	____	____	____	____	____
Book processing center	____	____	____	____	____	____
Selection list	____	____	____	____	____	____
Summer Reading Program	____	____	____	____	____	____
Other (specify)	____	____	____	____	____	____
	____	____	____	____	____	____
	____	____	____	____	____	____

38. Please comment on any item above indicated as used occasionally or evaluated as inadequate.

_____

_____

_____

_____

_____

39. Indicate additional services which you desire from the State Library.

_____

_____

_____

40. Please give your comments concerning any aspects of your relationship and communications with the State Library.

_____

_____

_____

41. Please check the following services you have either provided(P) or received(R) from other libraries (excluding the State Library) in the past fiscal year. Further, circle your check marks that appear in the "received" columns where you found that particular service to be extremely useful.

Item	Inter-library Loan		Problem Consultation		Photo Duplication		Personnel Sharing in Special Programs		Contract Services	
	P	R	P	R	P	R	P	R	P	R
System Headquarters Library (if applicable)	___	___	___	___	___	___	___	___	___	___
Other Public Libraries	___	___	___	___	___	___	___	___	___	___
Special Libraries	___	___	___	___	___	___	___	___	___	___
Academic Libraries	___	___	___	___	___	___	___	___	___	___
School Libraries	___	___	___	___	___	___	___	___	___	___
Governmental Institutions	___	___	___	___	___	___	___	___	___	___
Other (specify)	___	___	___	___	___	___	___	___	___	___
	___	___	___	___	___	___	___	___	___	___
	___	___	___	___	___	___	___	___	___	___

42. Describe other existing services you share that are not mentioned above.

43. Indicate additional services you would like and with whom they could be utilized.

44. Briefly describe the internal organization of your library in terms of existing departments and administrative units; and, if available, please attach a copy of your current organizational chart.

DEFINITIONS

Bibliographic volume--As used in this questionnaire, refers to periodicals only, specifically the publisher's volume.

With reference to part-time personnel in question 16, the following definitions apply:

- Professional librarian--A holder of a fifth-year degree in library science from a school accredited by the American Library Association.
- Paraprofessional--A graduate of an accredited college who has skills appropriate to library work.

LIBRARY _____ BRANCH _____

1. HOW OFTEN DO YOU VISIT THIS LIBRARY?

___ Every week
___ Every other week
___ About once a month
___ Less than monthly
___ Today is my first visit

2. DO YOU USE ANY OTHER LIBRARIES?

___ Yes ___ No

Which ones? _____
How often? _____

3. DO OTHER MEMBERS OF YOUR HOUSEHOLD USE THIS LIBRARY?

___ Yes ___ No

How many members are in your family or household? _____

4. WHAT IS THE PURPOSE OF YOUR VISIT TO THE LIBRARY TODAY? (CHECK MORE THAN ONE IF NECESSARY.)

___ To check out books
___ To return books
___ To browse
___ To study using library materials
___ To study using personal materials
___ Other (specify)
_____

5. IS YOUR USE OF THE LIBRARY PRIMARILY FOR

___ Enjoyment or recreation
___ School work
___ Specific information ("how-to-do-it" or references)
___ Other (specify)
_____

6. WHAT KINDS OF LIBRARY MATERIALS WERE YOU LOOKING FOR TODAY?

___ Adult fiction
___ Adult non fiction
___ Magazines
___ Newspapers
___ Children's books or magazines
___ Reference materials (enclyclopedias, dictionaries, etc.)
___ Information on a specific topic
___ Other (specify)
_____

7. DID YOU FIND THE LIBRARY'S COLLECTION OF MATERIALS TO BE

___ Useful or satisfactory
___ Not useful or unsatisfactory

If you were unsatisfied with the library's collection, indicate the reason below.

___ The library did not have the books or materials I was seeking.
___ The books or materials I was seeking were checked out.
___ The materials were not up-to-date.
___ Other (specify)
_____

8. DURING YOUR VISIT TODAY, WOULD YOU SAY THE LIBRARY WAS

___ Very busy
___ Moderately busy
___ Not busy at all

9. DID YOU SEEK ANY ASSISTANCE FROM LIBRARY PERSONNEL TODAY?

___ Yes ___ No

If yes, was the assistance helpful and the personnel courteous?

___ Yes ___ No

10. WHAT DIFFICULTIES, IF ANY, DID YOU HAVE IN USING THE LIBRARY TODAY?

___ No difficulty
___ Could not find an automobile parking place
___ Could not find work space in the library
___ The library was too noisy
___ Other (specify)
_____

11. HOW DID YOU TRAVEL TO THE LIBRARY TODAY?

___ Personal car
___ Rode with friends
___ Bus
___ Taxi
___ Walked
___ Other (specify)
_____

Survey of Library Users

12. DID YOU MAKE ANY STOPS, SAY FOR SHOPPING OR BUSINESS OR TO VISIT WITH FRIENDS, BEFORE ARRIVING AT THE LIBRARY TODAY?

___ Yes ___ No

Do you plan to make any stops before returning home?

___ Yes ___ No

13. HOW FAR DO YOU LIVE FROM THIS LIBRARY?

___ Less than one mile
___ One to two miles
___ Three to five miles
___ More than five miles

14. IS YOUR HOME _____INSIDE THE CITY LIMITS?
_____OUTSIDE

If your home is outside the city limits, is your mailing address a

___ Street number
___ Rural route number

15. HOW MANY YEARS HAVE YOU LIVED AT THE ADDRESS GIVEN ABOVE?

___ Less than one
___ One to five
___ Five to ten
___ More than ten

How many years have you lived in Florida

___ Less than one
___ One to five
___ Five to ten
___ More than ten

FINALLY, WE WOULD APPRECIATE SOME INFORMATION ABOUT YOURSELF

16. HOW OLD WERE YOU ON YOUR LAST BIRTHDAY?

___ Under 12
___ 12 to 18
___ 19 to 34
___ 35 to 54
___ 55 to 65
___ Over 65

17. CHECK THE HIGHEST EDUCATION ATTAINED.

___ Grades one through eight
___ Some high school
___ High school graduate
___ Some college
___ College graduate

18. CHECK THE COMBINED ANNUAL INCOME FOR ALL MEMBERS OF YOUR HOUSEHOLD.

___ Under $3,000
___ $3,000 to 5,000
___ $5,000 to 10,000
___ $10,000 to 15,000
___ Over $15,000

19. WHAT IS YOUR OCCUPATION? (CHECK MORE THAN ONE IF APPLICABLE.)

___ Student
___ Housewife
___ Retired

Salaried

___ Teacher
___ Managerial
___ Sales
___ Service
___ Production worker
___ Clerical

Self-Employed

___ Professional
___ Sales
___ Service
___ Other

TELEPHONE SURVEY OF THE GENERAL PUBLIC

The following questions will be asked in a telephone survey. The "conversation" is designed to last for no more than three minutes.

INTRODUCTION (15 seconds):

Name of Interviewer: _____
Representing: Florida Library Study Commission
Purpose: To conduct a survey of all potential library users in the State of Florida

- -

QUESTIONS:

1. Have you visited a public library during the past six months?
____ Yes; ____ No

IF YES:	IF NO:
2. Which library? _____ How often? _____	2. When was the last time you visited a public library? _____
3. How many other members of your household use the library? _____	3. Do you expect to use a library in the near future? ____ Yes; ____ No (GO TO QUESTION 7.)

4. Did you check out materials? ____ Yes; ____ No

If yes, what kinds? _____

5. Did you find library services satisfactory? ____ Yes; ____ No

If no, what was unsatisfactory? _____

6. What library services would you like to see added? _____
_____
_____

7. How far do you live from the nearest public library?
____ Miles

Telephone Survey of the General Public

TELEPHONE SURVEY OF THE GENERAL PUBLIC (Cont'd.)

8. Are you a high school graduate? ____ Yes; ____ No

   If yes, are you a college graduate? ____ Yes; ____ No

One last question:

9. I will read four age categories. Which one applies to you?
   ____ Under 18
   ____ 18 - 35
   ____ 36 - 55
   ____ Over 55

Appendix C

Interstate Library Compact

INTERSTATE LIBRARY COMPACT

Section 1. Compact.–The interstate library compact is hereby enacted into law and entered into by this state with all states legally joining therein in the form substantially as follows:

INTERSTATE LIBRARY COMPACT

ARTICLE I. Policy and Purpose

Because the desire for the services provided by libraries transcends governmental boundaries and can most effectively be satisfied by giving such services to communities and people regardless of jurisdictional lines, it is the policy of the states party to this compact to cooperate and share their responsibilities; to authorize cooperation and sharing with respect to those types of library facilities and services which can be more economically or efficiently developed and maintained on a cooperative basis, and to authorize cooperation and sharing among localities, states and others in providing joint or cooperative library services in areas where the distribution of population or of existing and potential library resources make the provision of library service on an interstate basis the most effective way of providing adequate and efficient service.

ARTICLE II. Definitions

As used in this compact:

(a) "Public library agency" means any unit or agency of local or state government operating or having power to operate a library. (b) "Private library agency" means any non-governmental entity which operates or assumes a legal obligation to operate a library.
(c) "Library agreement" means a contract establishing an interstate library district pursuant to this compact or providing for the joint or cooperative furnishing of library services.

ARTICLE III. Interstate Library Districts

(a) Any one or more public library agencies in a party state in cooperation with any public library agency or agencies in one or more other party states may establish and maintain an interstate library district. Subject to the provisions of this compact and any other laws of the party states which pursuant hereto remain applicable, such district may establish, maintain and operate some or all of the library facilities and services for the area concerned in accordance with the terms of a library agreement therefor. Any private library agency or agencies within an interstate library district may cooperate therewith, assume duties, responsibilities and obligations thereto, and receive benefits therefrom as provided in any library agreement to which such agency or agencies become party. (b) Within an interstate library district, and as provided by a library agreement, the performance of library functions may be undertaken on a joint or cooperative basis or may be undertaken by means of one or more arrangements between or among public or private library agencies for the extension of library privileges to the use of facilities or services operated or rendered by one or more of the individual library agencies. (c) , If a library agreement provides for joint establishment, maintenance or operation of library facilities or services by an interstate library district, such district shall have power to do any one or more of the following in accordance with such library agreement: 1. Undertake, administer and participate in programs or arrangements for

securing, lending or servicing of books and other publications, any other materials suitable to be kept or made available by libraries, library equipment or for the dissemination of information about libraries, the value and significance of particular items therein, and the use thereof. 2. Accept for any of its purposes under this compact any and all donations, and grants of money, equipment, supplies, materials, and services, (conditional or otherwise), from any state or the United States or any subdivision or agency thereof, or interstate agency, or from any institution, person, firm or corporation, and receive, utilize and dispose of the same. 3. Operate mobile library units or equipment for the purpose of rendering bookmobile service within the district. 4. Employ professional, technical, clerical and other personnel and fix terms of employment, compensation and other appropriate benefits; and where desirable, provide for the in-service training of such personnel. 5. Sue and be sued in any court of competent jurisdiction. 6. Acquire, hold, and dispose of any real or personal property or any interest or interests therein as may be appropriate to the rendering of library service. 7. Construct, maintain and operate a library, including any appropriate branches thereof. 8. Do such other things as may be incidental to or appropriate for the carrying out of any of the foregoing powers.

ARTICLE IV. Interstate Library Districts, Governing Board

(a) An interstate library district which establishes, maintains or operates any facilities or services in its own right shall have a governing board which shall direct the affairs of the district and act for it in all matters relating to its business. Each participating public library agency in the district shall be represented on the governing board which shall be organized and conduct its business in accordance with provision therefor in the library agreement. But in no event shall a governing board meet less often than twice a year. (b) Any private library agency or agencies party to a library agreement establishing an interstate library district may be represented on or advise with the governing board of the district in such manner as the library agreement may provide.

ARTICLE V. State Library Agency Cooperation

Any two or more state library agencies of two or more of the party states may undertake and conduct joint or cooperative library programs, render joint or cooperative library services, and enter into and perform arrangements for the cooperative or joint acquisition, use, housing and disposition of items or collections of materials which, by reason of expense, rarity, specialized nature, or infrequency of demand therefor would be appropriated for central collection and shared use. Any such programs services or arrangements may include provision for the exercise on a cooperative or joint basis of any power exercisable by an interstate library district and an agreement embodying any such program, service or arrangement shall contain provisions covering the subjects detailed in article VI of this compact for interstate library agreements.

ARTICLE VI. Library Agreements

(a) In order to provide for any joint or cooperative undertaking pursuant to this compact, public and private library agencies may enter into library agreements. Any agreement executed pursuant to the provisions of this compact shall, as among the parties to the agreement: 1. Detail the specific nature of the services, programs, facilities, arrangements or properties to which it is applicable. 2. Provide for the allocation of costs and other financial responsibilities. 3. Specify the respective rights, duties, obligations and liabilities of the parties. 4. Set forth the terms

and conditions for duration, renewal,, termination, abrogation, disposal of joint or common property, if any, and all other matters which may be appropriate to the proper effectuation and performance of the agreement. (b) ,No public or private library agency shall undertake to exercise itself, or jointly with any other library agency, by means of a library agreement any power prohibited to such agency by the constitution or statutes of its state. (c) No library agreement shall become effective until filed with the compact administrator of each state involved, and approved in accordance with article VII of this compact.

ARTICLE VII. Approval of Library Agreements

(a) Every library agreement made pursuant to this compact shall, prior to and as a condition precedent to its entry into force, be submitted to the attorney general of each state in which a public library agency party thereto is situated, who shall determine whether the agreement is in proper form and compatible with the laws of his state. The attorneys general shall approve any agreement submitted to them unless they shall find that it does not meet the conditions set forth herein and shall detail in writing addressed to the governing bodies of the public library agencies concerned the specific respects in which the proposed agreement fails to meet the requirements of law. Failure to disapprove an agreement submitted hereunder within ninety (90) days of its submission shall constitute approval thereof. (b) In the event that a library agreement made pursuant to this compact shall deal in whole or in part with the provision of services or facilities with regard to which an officer or agency of the state government has constitutional or statutory powers of control, the agreement shall, as a condition precedent to its entry into force, be submitted to the state officer or agency having such power of control and shall be approved or disapproved by him or it as to all matters within his or its jurisdiction in the same manner and subject to the same requirements governing the action of the attorneys general pursuant to paragraph (a) of this article. This requirement of submission and approval shall be in addition to and not in substitution for the requirement of submission to an approval by the attorneys general.

ARTICLE VIII. Other Laws Applicable

Nothing in this compact or in any library agreement shall be construed to supersede, alter or otherwise impair any obligation imposed on any library by otherwise applicable law, nor to authorize the transfer or disposition of any property held in trust by a library agency in a manner contrary to the terms of such trust.

ARTICLE IX. Appropriations and Aid

(a) Any public library agency party to a library agreement may appropriate funds to the interstate library district established thereby in the same manner and to the same extent as to a library wholly maintained by it and, subject to the laws of the state in which such public library agency is situated, may pledge its credit in support of an interstate library district established by the agreement. (b) Subject to the provisions of the library agreement pursuant to which it functions and the laws of the states in which such district is situated, an interstate library district may claim and receive any state and federal aid which may be available to library agencies.

ARTICLE X. Compact Administrator

Each state shall designate a compact administrator with whom copies of all library agreements to which his state or any public library agency thereof is party shall be filed. The administrator shall have such other powers as may be conferred upon him by the laws of his state and may consult and cooperate with the compact administrators of other party states and take such steps as may effectuate the purposes of this compact. If the laws of a party state so provide, such state may designate one or more deputy compact administrators in addition to its compact administrator.

ARTICLE XI. Entry into Force and Withdrawal

(a) This compact shall enter into force and effect immediately upon its enactment into law by any two (2) states. Thereafter, it shall enter into force and effect as to any other state upon the enactment thereof by such state. (b) This compact shall continue in force with respect to a party state and remain binding upon such state until six (6) months after such state has given notice to each other party state of the repeal thereof. Such withdrawal shall not be construed to relieve any party to a library agreement entered into pursuant to this compact from any obligation of that agreement prior to the end of its duration as provided therein.

ARTICLE XII. Construction and Severability

This compact shall be liberally construed so as to effectuate the purposes thereof. The provisions of this compact shall be severable and if any phrase, clause, sentence or provision of this compact is declared to be contrary to the constitution of any party state or of the United States or the applicability thereof to any government, agency, person or circumstance is held invalid, the validity of the remainder of this compact and the applicability thereof to any government, agency, person or circumstance shall not be affected thereby. If this compact shall be held contrary to the constitution of any state party thereto, the compact shall remain in full force and effect as to the remaining states and in full force and effect as to the state affected as to all severable matters.

Section 2. Compliance with local laws.–No city, town, county, library system, library district, or other political subdivision of this state shall be party to a library agreement which provides for the construction or maintenance of a library pursuant to article III, subdivision (c-7) of the compact, nor pledge its credit in support of such a library, or contribute to the capital financing thereof, except after compliance with any laws applicable to such cities, towns, counties, library systems, library districts, or other political subdivisions, relating to or governing capital outlays and the pledging of credit.

Section 3. State library agency.–As used in the compact, "state library agency," with reference to this state, means Florida state library, or agency designated by the Secretary of State.

Section 4. Appropriations.–An interstate library district lying partly within this state may claim and be entitled to receive state aid in support of any of its functions to the same extent and in the same manner as such functions are eligible for support when carried on by entities wholly within this state. For the purposes of computing and apportioning state aid to interstate library districts hereinafter to be created, this state will consider that portion of the area which lies within this state as an independent entity for the performance of the aided function or functions and compute and

apportion the aid accordingly. Subject to any applicable laws of this state, such a district also may apply for and be entitled to receive any federal aid for which it may be eligible.

Section 5. Compact administrator.–The secretary of state shall be the compact administrator pursuant to article X of the compact.

The secretary of state may appoint a deputy compact administrator pursuant to said article.

Section 6. Notices.–In the event of withdrawal from the compact the secretary of state shall send and receive any notices required by article XI (b) of the compact.

Section 7. Effective date.–

Appendix D

Schedule for Appointment of District Board Members

Chapter 257 of the Florida Statutes provides a method for appointing members to a state level commission on the basis of staggered terms of office. This same method can be applied to the appointment of members to Library District Boards of Directors. To achieve the staggered terms of office, the initial membership of the Boards should be appointed as follows:

- one-third of the members should be appointed for two-year terms,
- one-third of the members should be appointed for three-year terms, and
- the remaining one-third of the members should be appointed for four-year terms.

Upon expiration of these initial appointments, subsequent appointments except for filling vacancies, should be for the full term of four years. Vacancies should be filled for the period of the unexpired term.

The determination of which members receive two-, three-, or four-year initial appointments should be done on a random basis such as the drawing of lots by the appointing officials. In this way equitable distribution of terms of office can be assured.